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ABSTRACT

This report attempts to synthesize the available information about 16,000 children in the Chicago Area who are living in "uprooted" circumstances in the sense of having been removed from their own homes for one reason or other, and having been placed in substitute homes. Over 100 separate agency facilities and programs for children are encompassed in this report--both public and private. The objective of the study was to identify trends in the volume and type of residential care provided to Chicago Area children in recent years. The analysis covers the quantity of services, not the quality. The data collected concern children in agency adoptive homes, in other foster family homes, in welfare institutions, in institutions for the mentally retarded, in institutions for delinquents, and in psychiatric hospitals. A Technical Appendix presents data sources, methodology, and limitations. (DB)

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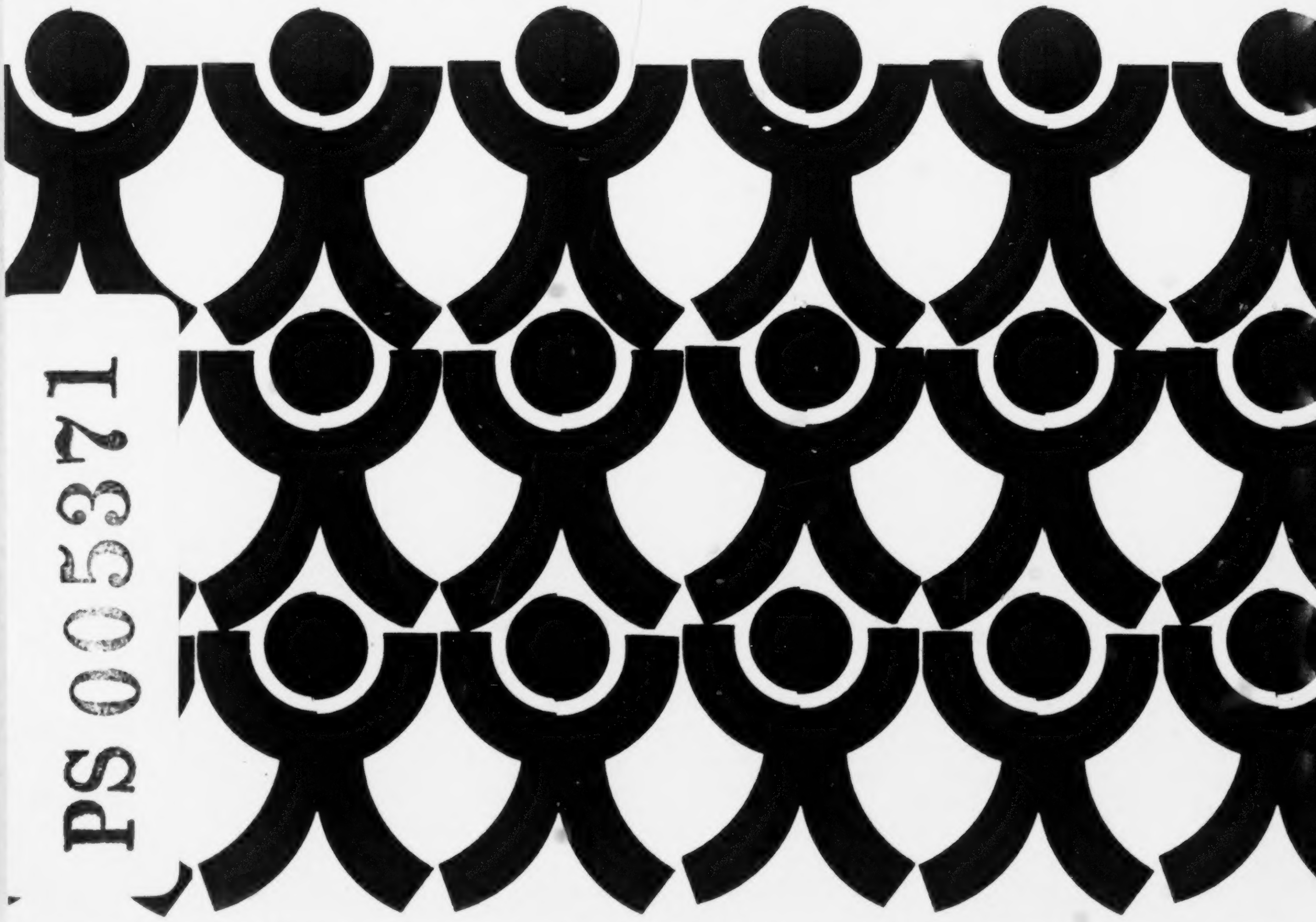

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trends in number
of Chicago Area
children in foster
placements and
institutions

uprooted children 1957-1967

by Joan M. Fuller,
Research Associate

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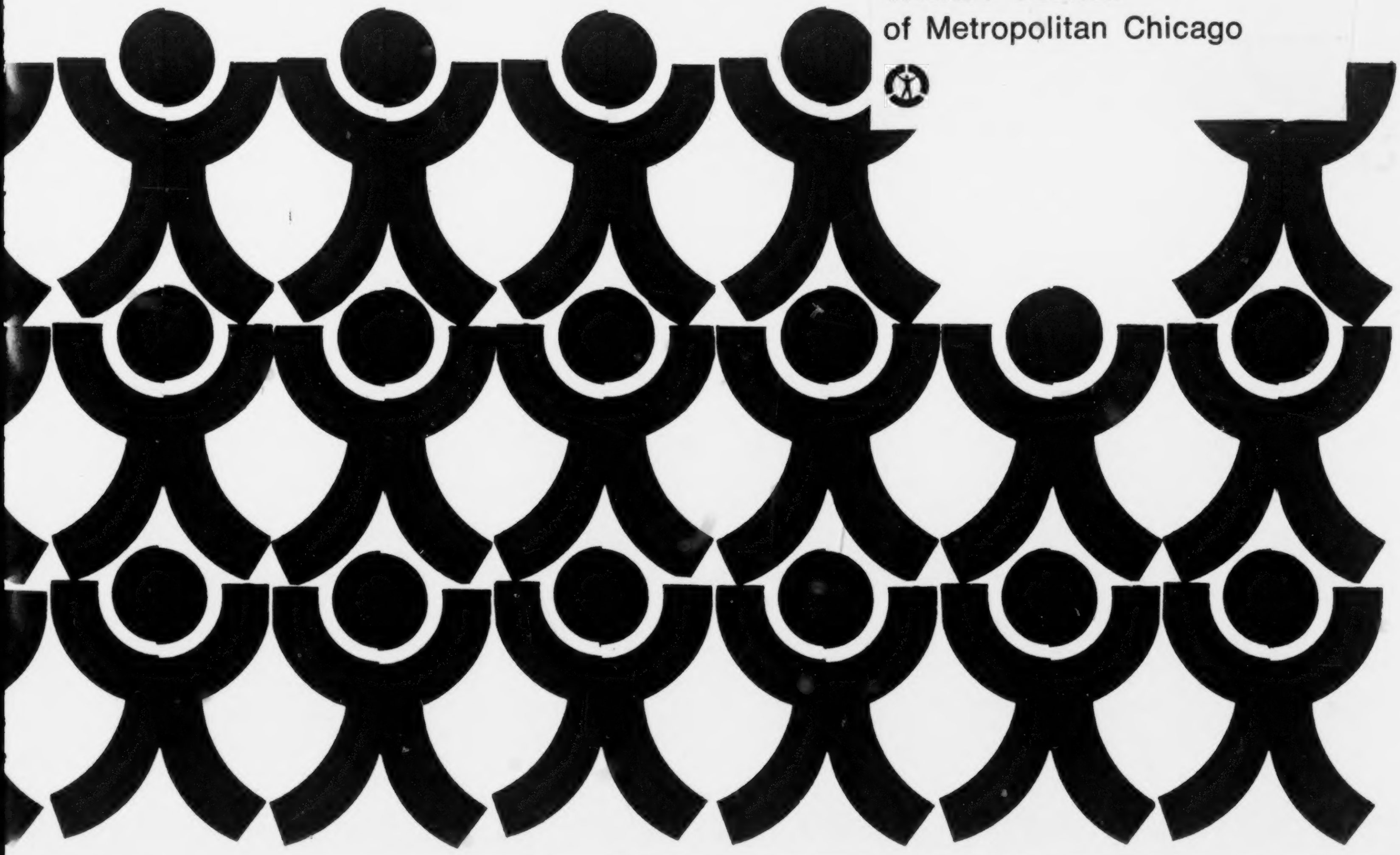
Planning & Research Division
Welfare Council
of Metropolitan Chicago



PREFACE

On any given day, some 16,000 children in the Chicago Area are living in "uprooted" circumstances in the sense of having been removed from their own homes for one reason or other, and having been placed in a substitute home--whether institution, foster home, or adoptive home. This large displaced child population stands in special jeopardy, since they are no longer under the immediate supervision of their own parents, and hence come under the direct responsibility of the community and its agencies. Their fate and welfare is therefore of particular concern.

This report represents an attempt to synthesize the available information about these 16,000 children, and to discern broad trends in services over the ten-year period, 1957-1967. The picture presented is a revealing but spotty one, perhaps reflecting more what is not known than what is known. Child-care services in the Chicago Area--as in most other metropolitan areas--comprise a classic case of a non-system, and useable data regarding its scope and clientele are fragmentary and hard to come by.

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Over 100 separate agency facilities and programs for children are encompassed in this report, both public and private. Most of these agencies are independent and autonomous and each provides specialized services, which may or may not mesh with what other agencies are doing for children. Similarly, the data and records maintained by these agencies often do not interface, despite a limited amount of central reporting to the Welfare Council, the Illinois Department of Children and Family Services, the U.S. Children's Bureau and other organizations. Thus, neither in service delivery nor in service data is there consistency or comprehensiveness, and this report--while informative and illuminating in its broad content--amply documents these shortcomings.

It is an anomaly that in this age of automation--when for example personal credit records, and police crime reports, are highly centralized and accessible for efficient reference--we know so little about the many thousands of children under community supervision, and what is happening to them. Our social priorities appear to be out of joint, and in need of better balance if we are to safeguard the most vulnerable among us more systematically and responsibly than in the past.

The Welfare Council now has under active consideration two projects to move forward on these fronts--one a planning and coordination program with local child care agencies to promote "continuity of care" for these youngsters as they progress through the maze of community services; the other a CHILDATA System to provide improved monitoring, tracking, and data feedback on these children for agency management and community planning purposes.

Despite the limitations noted, Miss Joan Fuller, Research Associate has here assembled a wealth of valuable material on the scope and trends in child placement services in greater Chicago over the past decade. The difficulty of data collection heightens the significance of her perseverance and achievement in piecing together a highly creditable overview of the field. In the process she has gone beyond the traditional bounds of child welfare programs, and has included institutional services to the retarded, the delinquent, and the mentally ill. A technical appendix documents the sources--and gaps--in child care data in thoroughgoing and definitive fashion.

Miss Fuller was supervised on this complex assignment by Mr. F. Dean Luse, Assistant Research Director. They were ably assisted by other members of the research staff, including Miss Pat Prindiville, Secretary, Mrs. Dana Putrius, Senior Statistical Clerk, and Mr. Jemmie Turman, Graphics Specialist. A special debt of appreciation is owed to the many agencies whose cooperation in sharing information made this report possible.

Sidney E. Zimbalist,
Research Director

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INTRODUCTION

This report is concerned with a particularly vulnerable group of children [1]--those who have been uprooted from their natural homes and placed in some type of foster care or institution. All of these youngsters have, in a real sense, been deprived of normal childhoods in their own homes. Because of their own inadequacies or those of their parents, they have found it necessary to turn to the community for the nurture and the compensatory treatment they require if they are to develop into self-reliant, contributing members of adult society. Thus, they are youngsters for whom the community has very special responsibilities.

This is not in any way meant to diminish the vital importance of day care, homemaker aids, child guidance clinics, family counseling, financial assistance and the many other types of programs aimed at strengthening family life

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[1] As used in this document, "children" refer to persons under 18 years of age, except when used to denote child welfare agency clientele. In the latter instance, "children" refer to all youngsters served by these agencies, including a few 18-21 year olds.

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and helping children to remain in their own homes. Data on these services could not be covered in this report, because budgetary and time requirements made it necessary to limit the scope of the study to one topic--residential care.

The objective of this study was a simple one; to identify trends in the volume and type of residential care provided to Chicago Area[2] children in recent years. This was done by comparing service statistics on the daily number of Chicago Area children in foster placements and in institutions for the mentally retarded, delinquent, and emotionally disturbed in two years: 1957 and 1967.

Service statistics from local child welfare agencies and from the other institutions for these years were analyzed in relation to the types of settings in which the children were placed and the types of agencies providing care, i.e., governmental, Catholic, or other voluntary.

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[2] In this document, "Chicago Area" refers to Cook, Lake, and DuPage Counties in Illinois unless otherwise specified.

The analysis covered only the quantity of residential care services provided to Chicago Area children. No attempt was made to measure the quality of these services, or their effectiveness. Neither was there an effort to determine the extent of unmet needs for residential care. Important as these factors are, they are too complex to be evaluated on the basis of the very limited types of information provided by present data collection systems.

The present study is, in some respects, an extension of information in previous Welfare Council publications on service trends among local child welfare agencies in 1934-53,[3] and 1940-60.[4] However, its focus differs somewhat

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[3] "The Proposed Governmental Child Care Service for Cook County: Its Statistical Context: 1934-1953," Welfare Council of Metropolitan Chicago, Statistics (Vol. XXI, Nos. 11, 12, November and December 1954.)

[4] "Trends in Child Placement Programs Serving Cook County Children: 1940-1960," Welfare Council of Metropolitan Chicago, Statistics, (Vol. XXIX, Nos. 1-5, January-May 1962)

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from the earlier reports. Whereas they described the volume of various types of service provided by a particular type of resource (child welfare agencies and institutions), the present document is concerned with the volume of a particular type of service (residential care) provided by various resources. Hence, the scope of the present study was broadened to include statistics on children in special institutions for mentally retarded, delinquent and emotionally disturbed, as well as those served by child welfare facilities. To have omitted youngsters in these other types of institutions would have been to ignore an important segment of the child population receiving residential care.

The hazards of attempting to obtain comparable service statistics covering a ten-year span in time from many different sources and of trying to coalesce them into a meaningful whole are manifold. Some data were just not available and much that did exist were scattered, fragmentary, and of uneven quality. These problems are described more fully in the Technical Appendix to this report, but one general qualification should be made here. These data should not be regarded as refined measures, but only as approximations that suggest, rather than precisely define, recent trends.

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PART I. AN OVERVIEW

Since the number of "uprooted" children in a community at a given time depends, in part at least, upon the total number of children in the community at the time, estimates of the child population in the Chicago Area during the study years are presented in this "overview" as background for the service data that follow. This is not to imply that the total child population can, or should, be regarded as the primary determinant of the volume of residential care. The need for residential care depends upon many other factors as well, including, for example, the quantity and quality of resources available for placing children and, also, for averting placement through preventive services to strengthen family life.

TABLE 1. ESTIMATED CHI
BY COUNTY, 1957 AND 196

County	Estimated of Child July 1957
TOTAL	1,854,000
Cook	1,660,000
DuPage	100,000
Lake	94,000

Source: Derived from U
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Table 1 shows
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TABLE 1. ESTIMATED CHILD POPULATION IN THE CHICAGO AREA, BY COUNTY, 1957 AND 1967

County	Estimated Number of Children		Change 1957-67	
	July 1957	July 1967	Numerical Difference	Percent Change
TOTAL	1,854,000	2,088,000	+234,000	+12.6
Cook	1,660,000	1,791,000	+131,000	+ 7.9
DuPage	100,000	168,000	+ 68,000	+68.0
Lake	94,000	129,000	+ 35,000	+37.2

Source: Derived from U.S. Bureau of the Census and University of Chicago Community Inventory (See Technical Appendix, Part I.)

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Table 1 shows that the estimated number of children under 18 in the Chicago Area increased by almost 13 percent between 1957 and 1967, growing from 1,854,000 to 2,088,000. This was a gain of 234,000 children in ten years.

Over 85 percent of these children lived in Cook County during both study years. Although small in comparison to Cook County, the child populations of Lake and DuPage Counties expanded more rapidly. The estimated number of children in DuPage County increased by two-thirds, and those in Lake County, by more than one-third between 1957 and 1967.

TABLE 2. CHICAGO AREA CHILDREN IN FOSTER PLACEMENTS AND IN THREE OTHER TYPES OF INSTITUTIONS, 1957 AND 1967

Agency Auspices and Type of Placement	1957 Daily No. Children	 Percent of Total	1967 Daily No. Children	 Percent of Total	Percent Change
TOTAL	13,609	100.0	15,842	100.0	+16.4
Governmental	(5,876)	(43.2)	(8,949)	(56.5)	(+52.3)
Voluntary	(7,733)	(56.8)	(6,893)	(43.5)	(-10.9)
AGENCY ADOPTIVE HOMES. .	1,095	8.0	1,262	8.0	+15.3
OTHER FOSTER FAMILY HOMES. . .	4,761	35.0	6,807	43.0	+43.0
INSTITUTIONS . .	7,360	54.1	6,857	43.3	-6.8
Child Welfare Institutions .	(3,392)	(24.9)	(2,530)	(16.0)	(-25.4)
Other Institutions[a] .	(3,968)	(29.2)	(4,327)	(27.3)	(+9.0)
OTHER [b]	393	2.9	916	5.8	+133.1

Source: Summary of Tables 3 and 12

[a] Includes institutions for the retarded, delinquent, and psychiatrically ill

[b] Includes children in boarding schools, hospitals, independent living arrangements and other voluntary institutions located outside the Chicago Area on November 30 each year.

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During the same period, the total number of "uprooted" children in foster placements and in three other types of institutions increased at about the same rate (16 percent). Table 2 shows that the daily number of Chicago Area children in fost

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	1967		
rcent f Total	Daily No. Children	Percent of Total	Percent Change
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43.2)	(8,949)	(56.5)	(+52.3)
(56.8)	(6,893)	(43.5)	(-10.9)
8.0	1,262	8.0	+15.3
35.0	6,807	43.0	+43.0
54.1	6,857	43.3	-6.8
(24.9)	(2,530)	(16.0)	(-25.4)
(29.2)	(4,327)	(27.3)	(+9.0)
2.9	916	5.8	+133.1

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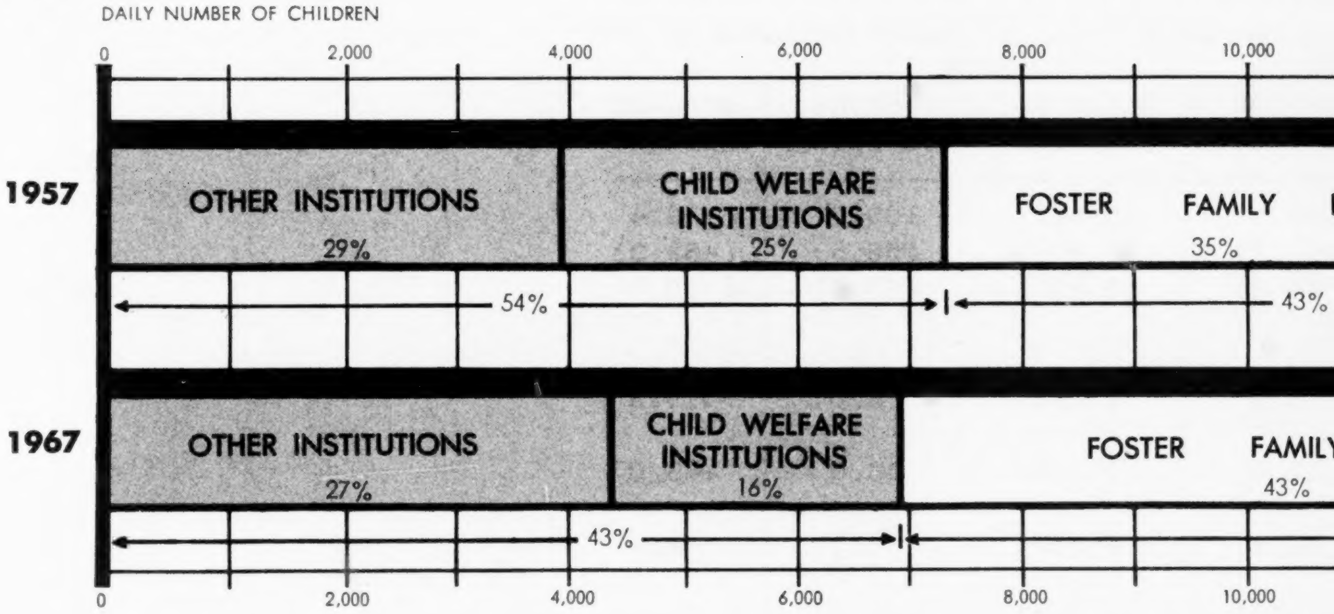
children in foster placements and in institutions for the mentally retarded, delinquents, and psychiatric patients went from about 13,600 in 1957 to about 15,800 ten years later.

Figure A. Children in Foster Placements and in Three Oth



Source: Table 2

The trend away from institutional placements toward increased use of foster family homes for dependent children continued during the past decade. As Figure A illustrates, the proportion of all "uprooted" children from the local area who were in "substitute homes," i.e., in agency adoptive homes and other foster family homes rose from 43 percent of the daily caseload in 1957 to 51 percent in 1967.

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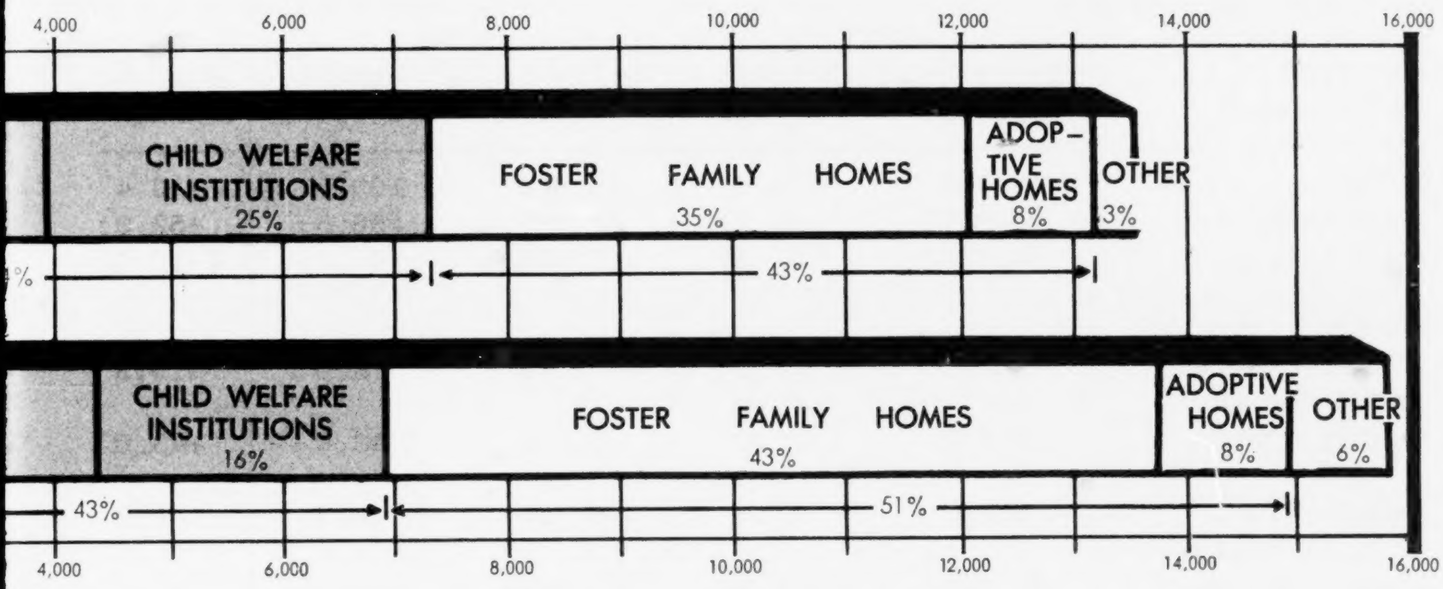

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During this same period, the proportion of all "uprooted" children in institutions dropped from 54 to 43 percent of the daily caseload. Virtually all of this decrease was due to a 25 percent reduction in the total daily resident population of child welfare institutions.

This downward trend was confined to only one type of child welfare institution--congregate-

Figure B. Children in Foste
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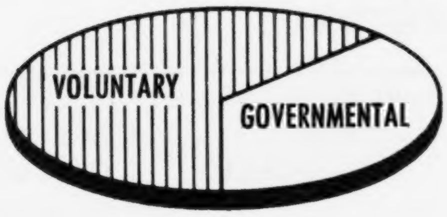

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Source: Table 2

care facilities for dependent children, or the "orphan asylums" of yesteryear.

Other child welfare institutions that provided treatment-oriented services to emotionally disturbed youngsters or temporary-care for older children showed an opposite pattern of increased resident populations, as did the three other types of institutions that offered special care and treatment to retarded, delinquent, and disturbed children. The daily resident population of the latter group increased by 9 percent during the study period.

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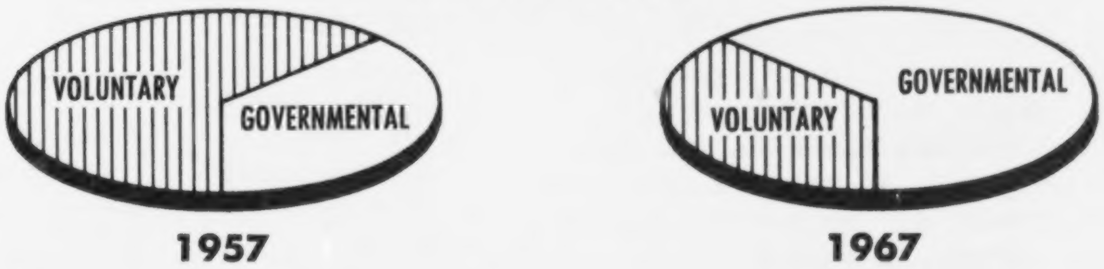

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The shift from voluntary to governmental agencies as the chief providers of residential care services for children continued over the past decade, as is illustrated in Figure B. In 1957, 57 percent of the daily total of Chicago Area children in foster placements and institutions received care from voluntary agencies, and 43 percent from public agencies.

Ten years later there had been a complete turnabout. In 1967, only 43 percent received care from voluntary agencies, while the proportion served by governmental agencies had swelled to 57 percent.

PART II. CHILDREN IN FOSTER CARE PLACEMENTS

1. SUMMARY

The decade between 1957 and 1967 was a period of expansion and change for Chicago Area child welfare agencies and institutions. As Table 3 shows, the number of "uprooted" children served in foster placements by these agencies increased by 20 percent during this period, growing from an average of 9,770 children a day in 1957 to 11,762 in 1967.

Voluntary agencies provided the bulk of direct care services throughout the period, but their share of the daily caseload shrank from 72 percent at the beginning to 55 percent at the end. The average daily number of children in foster placements under voluntary auspices dropped from 7,042 in 1957 to 6,427 in 1967.

In contrast, governmental agencies had almost twice as many children in foster placements in 1967 (an average of 5,335 per day) as in 1957 (2,728). At the same time, their share of the daily caseload expanded from 28 to 45 percent.

TABLE 3. CHILDREN IN FOSTER PLAC
AND 1967

Agency Auspices and Type of Placement	1957	
	Daily No.[a] Children	Per of
TOTAL	9,770	10
Governmental	2,728	2
Voluntary	7,042	7
AGENCY ADOPTIVE HOMES	1,095	1
Governmental	(43)	
Voluntary	(1,052)	
OTHER FOSTER FAMILY HOMES.	4,761	4
Governmental	(2,426)	
Voluntary	(2,335)	
CHILD WELFARE INSTITUTIONS.	3,392	3
Governmental	(70)	
Voluntary	(3,322)	
OTHER PLACEMENTS[b]	522	
Governmental	(189)	
Voluntary	(333)	

Source: Summary of Tables 5, 7 and

[a] Average number under care on last d

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TABLE 3. CHILDREN IN FOSTER PLACEMENTS IN THE CHICAGO AREA, 1957 AND 1967

Agency Auspices and Type of Placement	1957 Daily No.[a] Children	1957 Percent of Total	1967 Daily No.[a] Children	1967 Percent of Total	Percent Change
TOTAL	9,770	100.0	11,762	100.0	+20.4
Governmental	2,728	27.9	5,335	45.4	+95.6
Voluntary	7,042	72.1	6,427	54.6	-8.7
AGENCY ADOPTIVE HOMES	1,095	11.2	1,262	10.7	+15.3
Governmental	(43)		(186)		
Voluntary	(1,052)		(1,076)		
OTHER FOSTER FAMILY HOMES.	4,761	48.7	6,807	57.9	+43.0
Governmental	(2,426)		(4,361)		
Voluntary	(2,335)		(2,446)		
CHILD WELFARE INSTITUTIONS.	3,392	34.7	2,530	21.5	-25.4
Governmental	(70)		(180)		
Voluntary	(3,322)		(2,350)		
OTHER PLACEMENTS[b]	522	5.4	1,163	9.9	+122.8
Governmental	(189)		(608)		
Voluntary	(333)		(555)		

Source: Summary of Tables 5, 7 and 8

[a] Average number under care on last day of each month.

[b] Average of number of children in boarding schools, hospitals, independent living arrangements, and other voluntary institutions located outside the Chicago Area on last day of each month. Also includes some children served by child welfare agencies but in institutions for the retarded, delinquent and disturbed. (Counted in "other institutions" in Table 2).

Hence, as Figure C so clearly illustrates, governmental agencies accounted for almost all growth in local child care services over the past decade.

This expansion in government services was in large part related to the development of two new public agencies: the Illinois Department of Children and Family Services (established in 1964, to replace the more circumscribed Child Welfare Services of the Illinois Department of Public Welfare) and the Cook County Department of Public Aid (which resulted from the merger, in 1958, of the former Cook County and Chicago Welfare Departments).

In addition to providing direct care services, public agencies also contributed some payments toward the care for more than one-half of the children served by voluntary agencies during both study years. As Table 4 shows, this meant that governmental agencies provided some measure of support to 79 percent of all youngsters in local foster placements in 1967, which was a moderate gain over the 68 percent they aided in 1957.

This increase was entirely due to the increased number of children receiving care directly from governmental agencies; the number on November 30 each year increased from 2,753 in 1957 to 5,741 in 1967. In contrast, voluntary facilities received public agency payments for the care of fewer children in 1967 than in 1957; the number on November 30 each year dropped from 3,910 in 1957 to 3,836 in 1967. These figures underscore the fact that a major thrust of change over the past decade was toward increased provision of direct care services by

Figure C

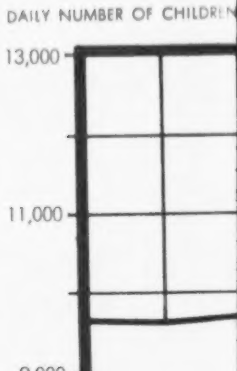

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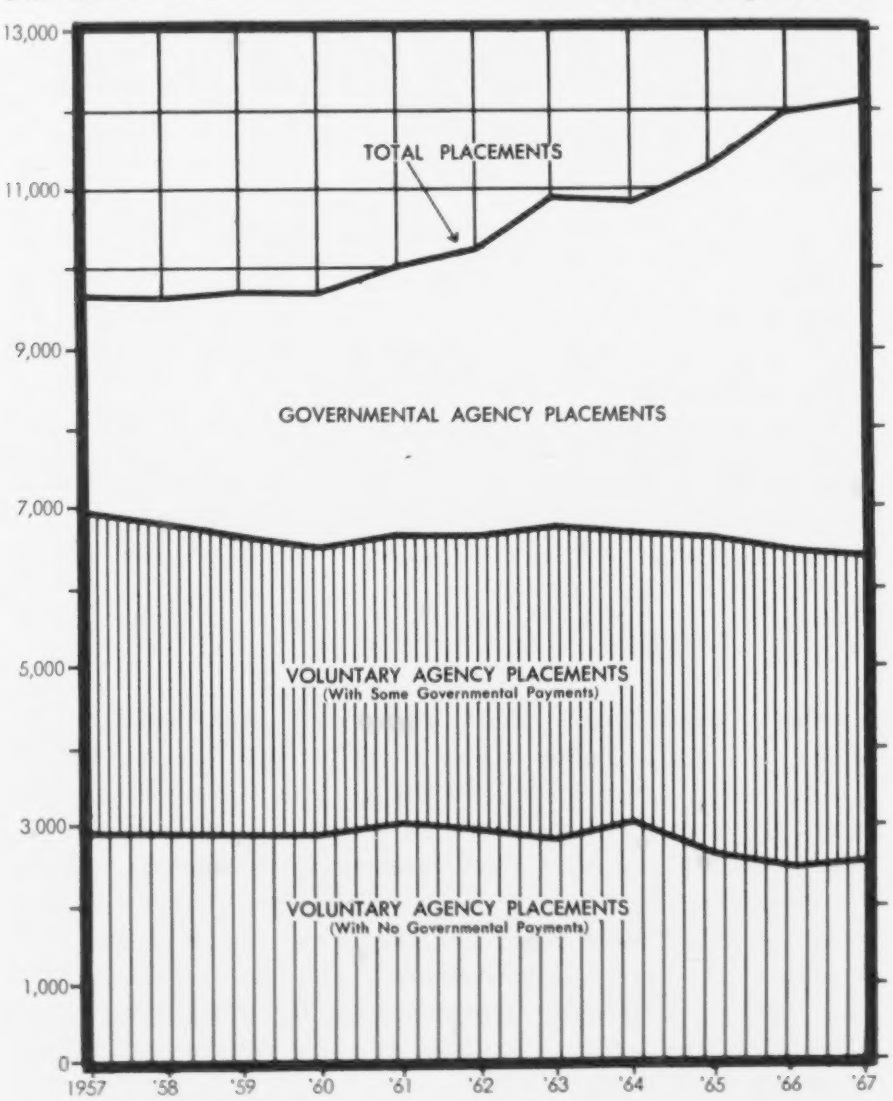
Figure C. **Children in Foster Placements, By Source of Payments for Care, 1957 through 1967**



Source: Same as Table 4

governmental agencies and away from purchase-of-care arrangements between public and voluntary agencies.

TABLE 4. CHILDREN IN FOSTER PLACEMENTS IN THE CHICAGO AREA BY SOURCE OF PAYMENTS FOR CARE, NOVEMBER 30, 1957 AND 1967.

Agency Auspices and Source of Payments	1957 Number of Children	1957 Percent of Total	1967 Number of Children	1967 Percent of Total	Percent Change
TOTAL	9,736	100.0	12,154	100.0	+24.8
Governmental	2,753	28.3	5,741	47.2	+108.5
Voluntary	6,983	71.7	6,413	52.8	-8.2
Some payments from government	(3,910)	(40.1)	(3,836)	(31.6)	(-1.9)
No payments from government	(3,073)	(31.6)	(2,577)	(21.2)	(-16.1)

Source: C-1 reports to the Welfare Council and special reports from the Illinois Department of Children and Family Services and the Juvenile Court of Cook County for November 30 of each year.

Another important trend among Chicago Area agencies during the past decade was a continued shift away from institutional placements toward more foster home care. As Figure D illustrates, the proportion of total foster placements represented by children in child welfare institutions declined from 35 percent in 1957 to 21 percent in 1967. Meanwhile, the proportion of the daily caseload represented by children in adoptive and other foster family homes expanded from 60 to 69 percent.

Most of the decline in institutional placements occurred in the voluntary sector. The average daily residential population in voluntary child welfare institutions dropped from 3,322 at the beginning of the period to 2,350 at the end.

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	28.3	5,741	47.2	+108.5
	71.7	6,413	52.8	-8.2
)	(40.1)	(3,836)	(31.6)	(-1.9)
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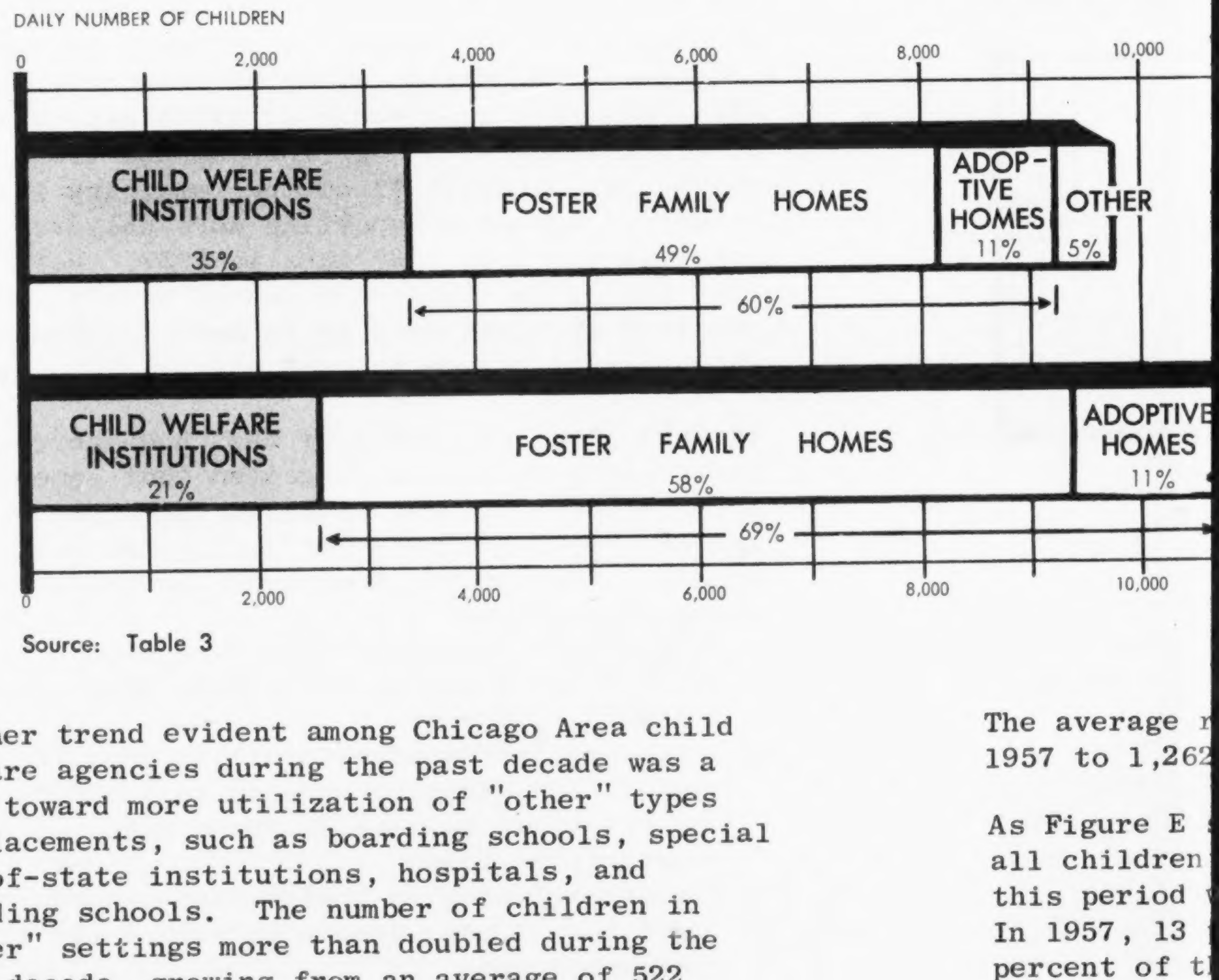
In addition to being specific to voluntary institutions, this decline was also, in large part, restricted to one type of facility: congregate-care institutions for dependent children. Temporary-care facilities for older children and treatment-oriented institutions for disturbed youngsters showed just the opposite pattern with dramatic increases in their resident populations over the past decade.

Most of the gain in foster home placements resulted from a substantial expansion in the foster family care services provided by governmental agencies. Between 1957 and 1967, the number of children in foster families (excluding adoptive homes) under public auspices almost doubled, growing from an average of 2,426 children per day in 1957 to 4,361 in 1967. In both years the Cook County Department of Public Aid alone accounted for almost all of the foster home care provided by governmental agencies.

The proportion of children in agency adoptive homes remained the same throughout the study period--11 percent of the total children in foster placements each day. Virtually all of this care was provided by voluntary agencies, which served more than 1,000 children a day in this type of setting in both years.

Figure D. **Children in Foster Placements, By Ty**



Source: Table 3

Another trend evident among Chicago Area child welfare agencies during the past decade was a move toward more utilization of "other" types of placements, such as boarding schools, special out-of-state institutions, hospitals, and boarding schools. The number of children in "other" settings more than doubled during the past decade, growing from an average of 522 youngsters per day in 1957 to 1,163 ten years later.

2. CHILDREN IN AGENCY ADOPTIVE HOMES

There was a 15 percent increase over the past decade in the average daily number of children in agency adoptive homes in the Chicago Area.

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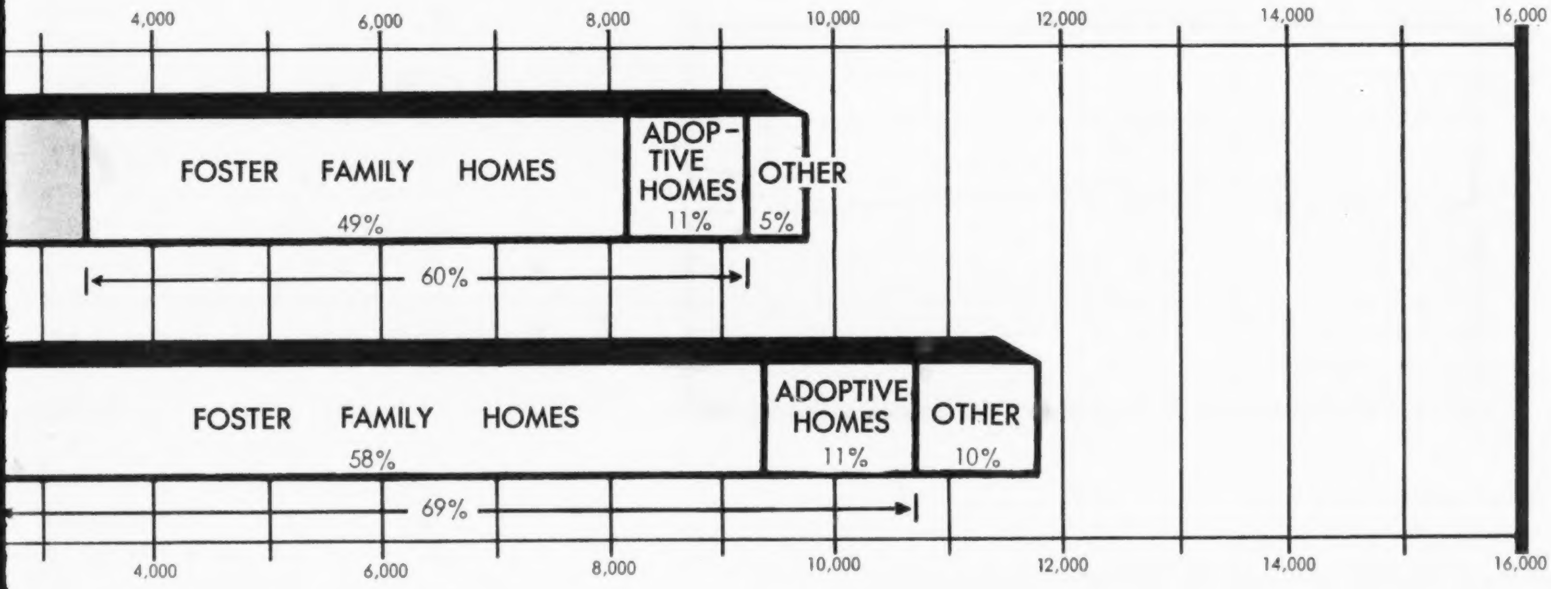
Children in Foster Placements, By Type of Living Situation, 1957 and 1967



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The average rose from 1,095 children a day in 1957 to 1,262 in 1967.[1]

As Figure E so clearly illustrates, virtually all children in agency adoptive homes during this period were served by voluntary agencies. In 1957, 13 private agencies accounted for 96 percent of the total caseload (an average of 1,052 children a day), and in 1967 14 agencies cared for approximately the same number of children (1,076), which was 85 percent of the total.

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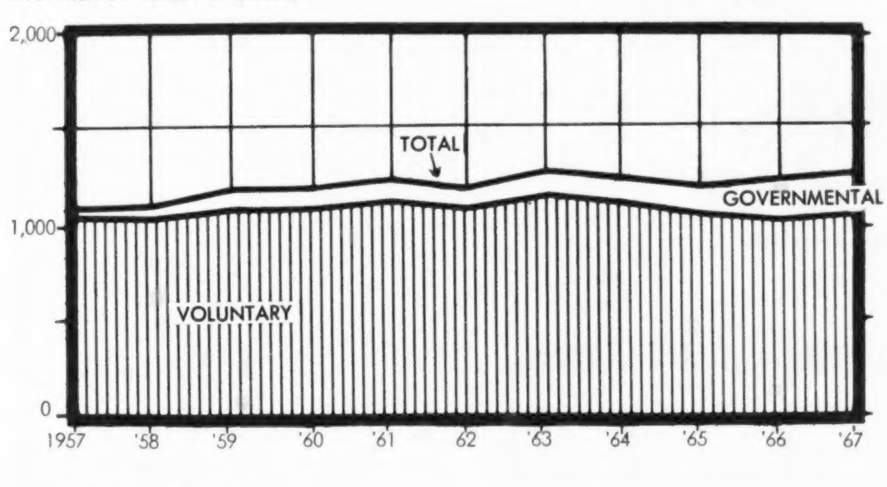
[1] These figures represent only the average number of children in agency adoptive homes on the last day of the month, and not the total number of children placed in adoptive homes each study year.

Figure E. **Children in Agency Adoptive Homes, 1957 through 1967**



Source: Same as Table 5

While these totals seem to suggest that voluntary adoption agencies were, in effect, merely "standing still" during the past decade, closer examination of the data shows that, internally, this was not the case. Rather, the totals represent a balance between two opposing trends: on the one hand, a decline in the number of children served in adoptive homes by Catholic agencies and, on the other hand, an increase in the number served by all other voluntary agencies.

Table 5 shows that between 1957 and 1967 the average daily number of children in adoptive homes under the care of Catholic Charities (Catholic Home Bureau in the earlier year) dropped from 409 to 289. Agency administrators attribute this decrease to two factors: the closing, due to lack of personnel, of their Overseas Adoption Program in 1965, and increasing difficulties in recruiting suitable adoptive homes
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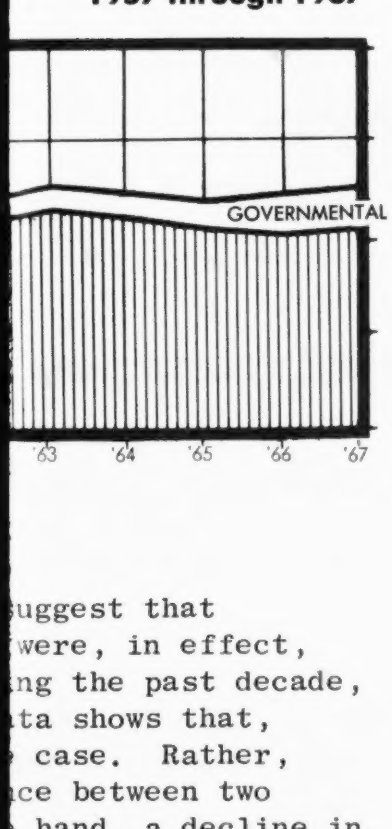

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adoptive homes in the City Proper, especially for minority group children.[2] During the same period, the total number of children in agency adoptive homes served by other voluntary agencies rose from an average of 643 a day in 1957 to 787 ten years later. This upward trend was fairly general with 11 of the remaining 13 voluntary agencies reporting more children in adoptive homes in 1967 than in 1957. However, the size of the increases varied widely, ranging from averages of 3 to 40 more children in this type of placement each day.

Reports from some agencies that had increased their daily caseloads suggested that some significant shifts in professional attitudes and practices had occurred during the past decade. Some of the frequently mentioned changes included:

... expansion of services to handicapped children, Negroes, and other "hard-to-place" children
... liberalization of eligibility requirements for adoptive parents to include, e.g., older couples or those with natural children
... a streamlining of application procedures and home study methods to reduce the time required, and
... increased cooperation among adoption agencies with more intra-agency placements[3]

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[2] Conversation with the Director, Social Service Department, Catholic Charities.

[3] Letters to the Welfare Council from Illinois Children's Home and Aid Society, Jewish Children's Bureau, Lake Bluff Home for Children, and Lutheran Welfare Services of Illinois (April 1969).

TABLE 5. CHILDREN IN AGENCY ADOPTIVE HOMES IN THE CHICAGO AREA, 1957 AND 1967

Agency Auspices	1957 Daily No. Children[a]	 Percent of Total	1967 Daily No. Children[a]	 Percent of Total	Percent Change
TOTAL	1,095	100.0	1,262	100.0	+15.3
Governmental	43	3.9	186	14.7	+332.6
State	17	1.5	119	9.4	+600.0
Other	26	2.4	67	5.3	+157.7
Voluntary	1,052	96.1	1,076	85.3	+2.3
Catholic	409	37.4	289	22.9	-29.3
Other	643	58.7	787	62.4	+22.4

Base: 1957 - 17 agencies (4 governmental and 13 voluntary)
1967 - 17 agencies (3 governmental and 14 voluntary)

Source: C-1 reports to the Welfare Council and special reports from the Illinois Department of Children and Family Services (See Technical Appendix, II-A)

[a] Average number under care on last day of each month.

Increased Services from Public Agencies

Governmental agencies also made important strides during the past decade, increasing the average daily number of children they served in adoptive homes from 43 in 1957 to 186 in 1967.

The Illinois Department of Children and Family Services, established in 1964, accounted for most of this increase. In 1957, its predecessor, the Illinois Department of Public Welfare, had supervised an average of only 17 children a day in adoptive placements, but by 1967 the

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new state agency was supervising an average of 119, or close to one-tenth of all children in Chicago Area agency adoptive homes.

In addition to providing direct care services, the new state agency has offered leadership to local agencies in developing cooperative inter-agency service programs like the Cook County Adoption Information Service through which voluntary and public agencies have worked together in developing programs to publicize adoption and to recruit more adoptive homes. The Department also sponsors the State Adoption Exchange, a centralized listing of children available for adoption and of families seeking youngsters to adopt.

50 Percent More Adoptions

There were indications that adoptions increased more rapidly than agency adoptive home placements during the past decade.

Table 6 shows that in Cook County alone the total number of children adopted rose from 2,484 in 1957 to 3,795 in 1967. This 53 percent increase was a substantial one, but it

TABLE 6. CHILDREN ADOPTED THROUGH THE CIRCUIT COURT OF COOK COUNTY[a], ANNUAL TOTAL NUMBER, 1957 AND 1967

Type of Adoption	1957 Total No. Children	1957 Percent of Total	1967 Total No. Children	1967 Percent of Total	Percent Change
TOTAL	2,484	100.0	3,795	100.0	+52.8
By relatives	818	32.9	1,311	34.5	+60.3
By non-relatives	1,666	67.1	2,484	65.5	+49.1
Agencies:					
Governmental[b]	(635)	(25.6)	(1,079)	(28.5)	(+69.9)
Voluntary	(1,031)	(41.5)	(1,405)	(37.0)	(+36.3)

Source: Annual Reports from the Cook County Department of Public Aid, Division of Court Services.

[a] Figures pertain only to adoptions completed in Cook County. Data not available for DuPage and Lake Counties.

[b] Includes both "agency" arranged adoptions and "independent" adoptions investigated by agency.

was much smaller than the comparable nationwide gain of 74 percent during the same period.[4]

In both years, approximately one-third of the children were adopted by stepparents or other relatives. The remaining two-thirds--1,666 in 1957 and 2,484 in 1967--were adopted by "non-relatives."

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[4] U.S. Department of Health, Education, and Welfare, Children's Bureau, Adoptions in 1967 Supplement to Child Welfare Statistics, 1967, (Statistical Series 92, 1968).

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More than one-half of the "non-relative" adoptions were handled by voluntary agencies: 1,031 in 1957 and 1,405 in 1967. Most of these represented "agency adoptions", in which the agency had placed the child in the prospective adoptive home and supervised the placement for six to twelve months until final papers were granted by the court.

An increasing number of "non-relative" adoptions were handled by governmental agencies: 1,079 in 1967, as compared to 635 in 1957. Most of these were "independent adoptions" in which the public agency conducted social studies of homes in which the prospective parents had obtained the child without the aid of a social agency.

Few Adoptions in Relation to Need

Despite the advances made in the past decade, there are indications that adoption services failed to keep pace with needs. A special survey conducted by the Welfare Council in 1965 revealed a chronic shortage of adoptive homes in relation to the number of babies for whom adoptive placements were requested. The study found that in December, 1964 and

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January, 1965 14 adoption agencies in Cook County received more than twice as many requests to place babies in adoptive homes (645) as they were able to accept (282).[5]

Since national statistics show that 87 percent of the children adopted by unrelated persons in the United States in 1967 were born out of wedlock,[6] it may be pertinent to note that the total number of children adopted by non-relatives in Cook County that year was very small in relation to the total number of illegitimate live births that were reported. There were over five times more illegitimate births (14,607) [7] than adoptions by non-relatives (2,484).

This is not to suggest that there is any necessary relationship between the number of illegitimate births and the number of adoptions. Not all unwed mothers want to place their babies in adoption; many prefer to keep them and make other arrangements for their care.

Moreover, three-fourths of the babies born out of wedlock in Cook County in 1967 were Negro[8], and the limited supply of adoptive homes for Negro babies makes adoption an option that is seldom available to their mothers. How many

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[5] Annie O. Blair, Demand for Adoption Services in Metropolitan Chicago, (Welfare Council of Metropolitan Chicago, Publication No. 1009, May 1965).

[6] U.S. Department of Health, Education, and Welfare, Op. cit.

[7] Illinois Department of Public Health, Vital Statistics, (1967).

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Negro women would choose to relinquish their babies for adoption if this were an alternative open to them is not known.

There is, however, ample evidence of the very small number of Negro children who are adopted in comparison to Caucasians. Of the 5,243 children adopted by unrelated persons in Illinois in 1967, only 8 percent were Non-white, and these included Orientals and Indians, as well as Negroes.[9] Similarly, out of 669 "independent" adoptions processed by the Division of Court Services of the Cook County Department of Public Aid during part of 1964 and 1965, only 51 children--or 8 percent of the total--were Negro.[10]

3. CHILDREN IN OTHER FOSTER FAMILY HOMES

After nine years of expansion, the volume of foster family care provided by Chicago Area agencies reached a plateau in 1966, as shown in Figure F. Between 1957 and 1966, the average number of children in local foster family homes[11] went up 43 percent (from 4,761 children per day to 6,810), but the 1967 average (6,807) remained at the previous year's level.

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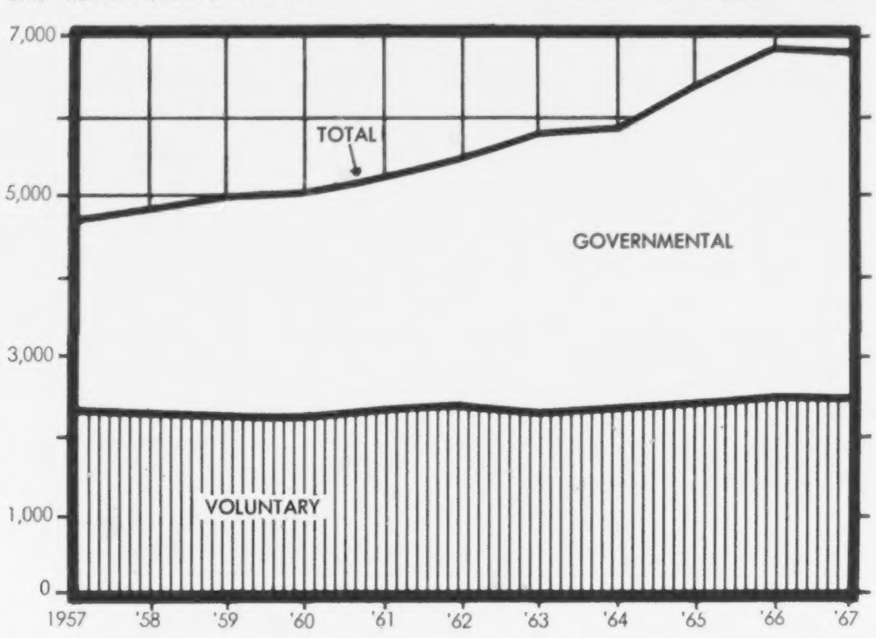
[9] U.S. Department of Health, Education and Welfare, Op. cit.

[10] Cook County Department of Public Aid, Division of Court Services, Special Report to the Welfare Council on Independent Adoptions, 1966.

[11] The Illinois Department of Children and Family Services, which licenses these homes, defines a foster home as "a facility for child care in a ... residence of a family ... or persons who

Figure F. Children in Other Foster Family Homes, 1957 through 1967



Source: Same as Table 7

It is still too early to determine if the 1967 plateau represented only a temporary lull in foster family placements or marked, instead, the beginning of a period of stability. This lack of growth was, at any rate, not in line with the U.S. Children's Bureau's 1966 prediction of continued expansion in foster family care throughout the country.[12]

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receive no more than four children for ... providing family care and training." Illinois Department of Children and Family Services, A Directory of Children's Services (1968).

[12] U.S. Department of Health, Education, and Welfare, Children's Bureau, Foster Care of Children, Major National Trends and Prospects, (1966).

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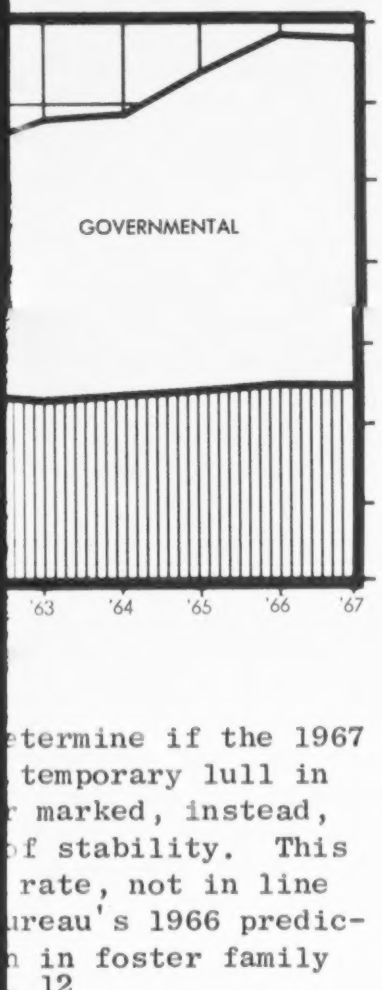

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Public Agencies Provide Most of Care

Figure F also shows that governmental agencies accounted for virtually all of the increase in foster family care over the past decade. In 1957, public agencies cared for an average of 2,426 foster children daily, more than one-half of all youngsters in foster homes in the Chicago Area. By 1967, they were serving an average of 4,361 children daily, almost two-thirds of the total.

One public agency alone--the Cook County Department of Public Aid--had more children in foster family homes, on the average, (3,556) than all the voluntary agencies combined (2,446). In addition to the children to which it was providing direct care, the Department also made payments toward the support of about one-fourth of the foster children under the care of voluntary agencies each day. Hence, it was to some extent contributing toward the care of three out of four children in local foster family placements each day.[13]

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[13] It should be noted that some voluntary agencies complained that the "full" support rates paid by the Cook County Department of Public Aid actually covered less than one-half of the cost of maintaining a child in a foster home. For comparison, see Leroy H. Jones, Public Agency Purchase of Service from Voluntary Agencies, with Focus on Institutional Services (Springfield, Ill.: Report of Sub-committee on Purchase of Care, Inter-Agency Relationships Committee, Child Care Association of Illinois, 1968).

TABLE 7. CHILDREN IN OTHER FOSTER FAMILY HOMES[a] IN THE CHICAGO AREA, 1957 AND 1967

Agency Auspices	1957 Daily No. Children[b]	1957 Percent of Total	1967 Daily No. Children[b]	1967 Percent of Total	Percent Change
TOTAL	4,761	100.0	6,807	100.0	+43.0
Governmental	2,426	51.0	4,361	64.1	+79.8
State	58	1.2	741	10.9	+1177.6
Dept(s) of Aid	2,289	48.1	3,556	52.3	+55.4
Family Court	79	1.7	64	.9	-19.0
Voluntary	2,335	49.0	2,446	35.9	+4.8
Catholic	1,259	26.4	1,722	25.3	+36.8
Other	1,076	22.6	724	10.6	-32.7

Base: 1957 - 19 agencies (4 governmental and 15 voluntary)
1967 - 15 agencies (3 governmental and 12 voluntary)

Source: C-1 reports to the Welfare Council and Special Report from the Juvenile Court of Cook County.

[a] Most were "boarding homes," some were "free homes," "work-wage homes," "group homes". (See Technical Appendix, II-A).

[b] Average number under care on last day of each month.

Although somewhat over-shadowed by the magnitude of the Cook County Department's program, the Illinois Department of Children and Family Services also played an important role in the expansion of foster care services during the last decade. While its predecessor, the Illinois Department of Public Welfare, had in 1957 served an average of only 58 children a day in foster family homes, the Illinois Department was in 1967, only three years after its inception, already providing foster home care to an average of 741 youngsters a day.

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ercent f Total	1967 Daily No.[b] Children	 Percent of Total	Percent Change
00.0	6,807	100.0	+43.0
51.0	4,361	64.1	+79.8
1.2	741	10.9	+1177.6
48.1	3,556	52.3	+55.4
1.7	64	.9	-19.0
49.0	2,446	35.9	+4.8
26.4	1,722	25.3	+36.8
22.6	724	10.6	-32.7

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An important milestone in local foster home care occurred in 1966 when the Illinois Department entered into an agreement with the Juvenile Court of Cook County whereby it was decided that the Court would begin to phase out its own foster care program and refer all new cases requiring foster placement to the Illinois Department for care, if not eligible for service from the Cook County Department of Public Aid.

This agreement was, in part, necessitated by statutory limitations on County Boarding Funds, which precluded the Court's paying more than $70 a month in 1966 for a child's care in a foster family home. This low rate had seriously handicapped the Court social workers' efforts to make appropriate placements for children in the kinds of settings they required. It was thought, too, that both agencies might serve children more effectively if responsibility for placements and other child welfare services were left to the Department, thereby freeing the Court to concentrate on judicial matters.

Shifts in Voluntary Sector

As a result of mergers and changes in programs, the number of voluntary agencies providing foster family care in the Chicago Area declined from 15 in 1957 to 12 in 1967. Nonetheless, the volume of children in foster home care under voluntary auspices increased slightly from an average of 2,335 children a day in 1957 to 2,446 ten years later.

Table 7 shows that this increase was almost entirely due to the efforts of Catholic Charities, which expanded its volume of foster family care by more than one-third during this period. The average daily number of foster children served by this agency grew from 1,259 in 1957 to 1,722 in 1967. In both years Catholic Charities provided care for more than one-fourth of all children in local foster family homes.

In contrast, the number of children in foster family care served by other voluntary agencies declined by one-third during the same period, dropping from an average of 1,076 a day in 1957 to 724 in 1967. Of the eleven other voluntary agencies that provided foster family care in 1967, only two served more children in 1967 than they had in 1957. The remaining nine served from 8 to 141 fewer youngsters each day.

Agency administrators attributed this decrease to such diverse factors as the following:

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... increased numbers of applicants too disturbed for foster home placement who require residential treatment instead

... a trend toward public agencies' assuming more responsibility for providing this type of care, and

... service cutbacks necessitated by shortages and depletion of financial resources.[14]

One executive noted, "The cost of operating foster home programs has made this increasingly prohibitive, especially in light of the high cost of casework and the fact that public agencies offer no reimbursement for casework services".[15] Catholic Charities noted similar problems and in November 1968 announced that a serious financial crisis made it impossible for them to accept requests for foster family placement from either the Illinois Department of Children and Family Services or the Cook County Department of Public Aid. Agency officials stated, further, that unless the purchase-of-care rates paid by public agencies were raised to a level more commensurate with costs, they would be forced to phase out their entire foster home program in 1969, and refer all children in their foster homes to the public agencies for direct services.[16]

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[14] Letters to the Welfare Council from Evangelical Child Welfare Agency, Illinois Children's Home and Aid Society, Jewish Children's Bureau, and Lutheran Welfare Services of Illinois, (April, 1969).

[15] Letter to the Welfare Council from Lutheran Welfare Services of Illinois,(April, 1969).

Brief mention might be made of group homes, a term given to a variety of foster care facilities which range from traditional foster homes for four to eight children to small treatment-oriented institutions staffed by agency employees called houseparents or counselors, rather than foster parents.

Professionals have, for many years, discussed the increasing need for group homes, particularly for adolescents, for young unmarried girls who are pregnant, and for the youngsters in mental hospitals or institutions for delinquents who are ready for release but lacking suitable homes of their own. A group home may help them make the transition to community life.

Nonetheless, the gap between needs and services continues to be wide. Although there are no precise statistics available on the number of Chicago Area children in this type of setting, a "guesstimate" based on the maximum capacities of all known facilities of this type in the local area in 1967 would place the total at less than 100 children a day.

4. CHILDREN IN CHILD WELFARE INSTITUTIONS

A downward trend in the number of children served in Chicago Area child welfare institutions that began in 1939 continued between 1957 and 1967. During the past decade, the number of local institutions of this type decreased from

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[16] Memorandum to the Public Agencies from Catholic Charities (November, 1969).

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42 to 35 and, as Table 8 shows, their average daily resident population dropped by 25 percent (from 3,392 children a day to 2,530).

This decline among local institutions was similar to national trends described by the U.S. Children's Bureau. That agency reported that the total daily population of all child welfare institutions in the United States declined by 45 percent between 1933 and 1965.[17] However, neither the local, nor the national, decline was general for all types of child welfare institutions. As Figure G clearly demonstrates, the downward trend in the Chicago Area was entirely due to sharp reductions in service provided by congregate-care facilities for dependent children. At the same time, there were dramatic increases in the daily resident populations of treatment-oriented facilities for disturbed children and of temporary-care institutions for older children.[18]

These patterns are in line with current professional thinking. It is generally asserted that a child should be placed in an institution only when such a setting can better meet the youngster's emotional needs or provide him with a necessary service that cannot be obtained as well in a home environment. Thus, institutions are not usually considered to be suitable placements for younger children whose primary need is for a substitute home, but small specialized institutions that offer treatment services are

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[17] U.S. Department of Health, Education, and Welfare, Children's Bureau, *Foster Care of Children, Major National Trends and Prospects*, (1966).

[18] See Technical Appendix, II-B-1 for a definition of the classifications used in this report.

TABLE 8. CHILDREN IN CHILD WELFARE INSTITUTIONS IN THE CHICAGO AREA, BY TYPE OF INSTITUTION, 1957 AND 1967

Auspices and Type of Institution	1957 Daily No. Children[a]	1957 Percent of Total	1967 Daily No. Children[a]	1967 Percent of Total	Percent Change
TOTAL	3,392	100.0	2,530	100.0	-25.4
Governmental	(70)	(2.1)	(180)	(7.1)	(+157.1)
Voluntary	(3,322)	(97.9)	(2,350)	(92.9)	(-29.3)
Treatment-oriented	128	3.8	576	22.8	+350.0
Congregate-care	2,929	86.3	1,531	60.5	-47.7
Temporary-care	335	9.9	423	16.7	+26.3

Base: 1957 - 42 institutions (3 governmental and 39 voluntary)
1967 - 35 institutions (3 governmental and 32 voluntary)
Source: Summary of Tables 9, 10, and 11
[a] Average number under care on last day of each month.

regarded as the most appropriate type of setting for some adolescents and for some younger children with serious emotional problems.

Twice as Many Treatment-Oriented Facilities in 1967

In this study treatment-oriented institutions included comprehensive and casework group care facilities that provided special remedial services, including individual therapy or counseling, to children with serious emotional problems. In 1957 there were, within the Chicago Area, only seven such child welfare facilities; and they had a combined capacity of 146 beds. By 1967 there were twice as many treatment-oriented facilities

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7	1967		
Percent of Total	Daily No. Children[a]	Percent of Total	Percent Change
100.0	2,530	100.0	-25.4
(2.1)	(180)	(7.1)	(+157.1)
(97.9)	(2,350)	(92.9)	(-29.3)
3.8	576	22.8	+350.0
86.3	1,531	60.5	-47.7
9.9	423	16.7	+26.3

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(16) with more than four times the combined capacity (725).[19] Table 9 shows that the resident population of these institutions tripled during this period, surging from an average of 128 children a day in 1957 to 576 in 1967.[20]

Each of the treatment facilities "added" during this period was, originally, a congregate-care facility that had modified and upgraded its program to meet the needs of disturbed youngsters by hiring additional staff, including psychologists and psychiatric consultants, itensifying the in-service

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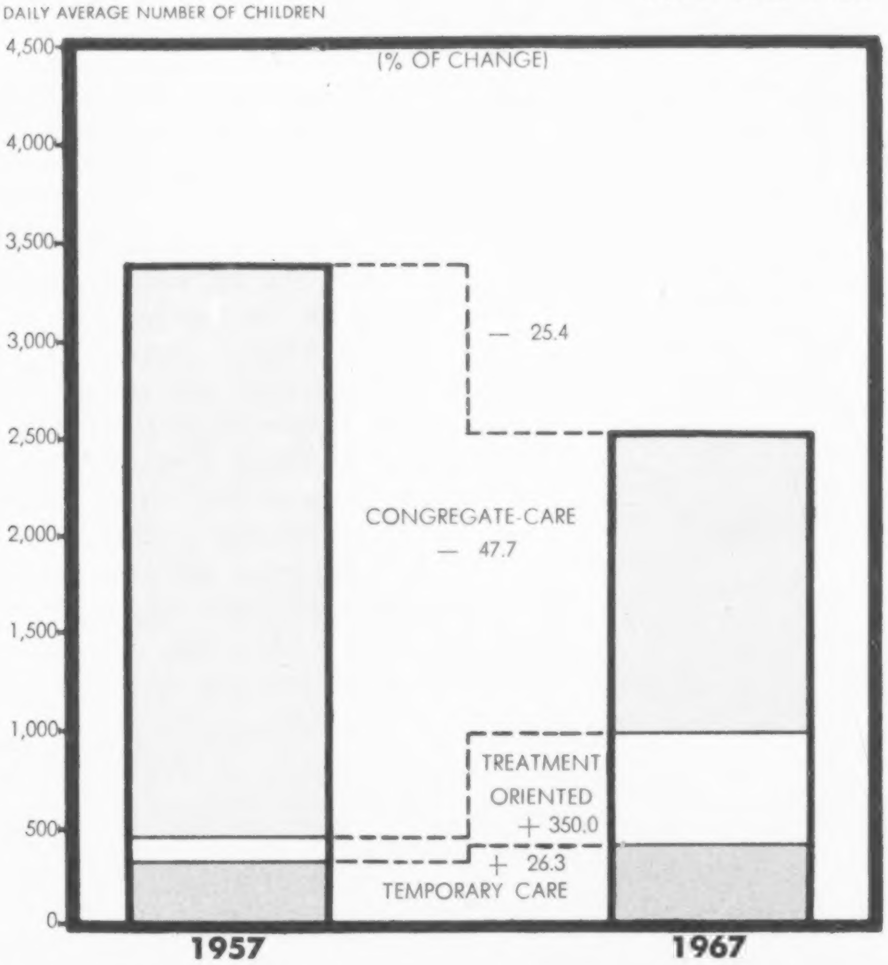
[19] See Table X, Technical Appendix, II-B-4.

[20] Events in 1968 suggest that rising costs may have halted, or even reversed, the dramatic rise in treatment-oriented facilities during the study years. In 1968, four of the 16 institutions operating in 1967 had either merged with other facilities, closed, or converted to other types of service. Administrators described rising costs and inadequate reimbursement from public agencies as factors in their decision to terminate residential treatment services. (See Leroy H. Jones, Public Agency Purchase of Service from Voluntary Agencies.)

Figure G. Children in Child Welfare Institutions, 1957 and 1967



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[21] In 1967 the average capacity of the 16 local treatment-oriented facilities in Table 9 was 45, as compared to an average capacity of 168

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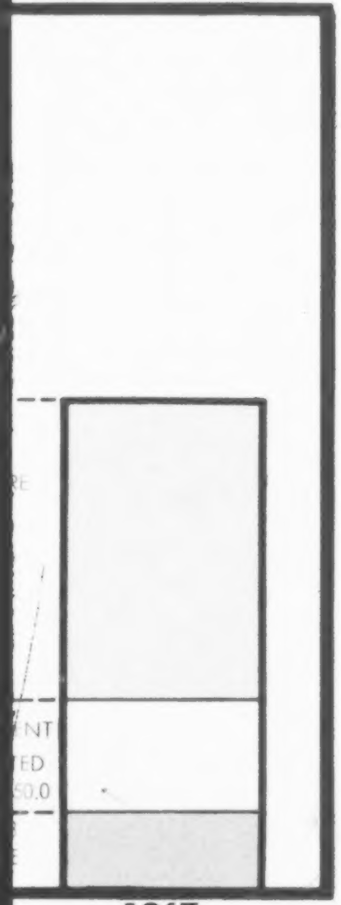

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was often two or three times higher in a treatment-oriented facility than in one providing congregate-care.[22]

In both study years, all but one of the local treatment-oriented child welfare institutions were under voluntary auspices. Five of the six voluntary institutions in 1957 were under non-sectarian auspices, but by 1967 they were about evenly divided between sectarian (9) and non-sectarian (6).

The State of Illinois William Healy School was the single governmental treatment-oriented child welfare institution in operation during the study period. It served an average of 21 children a day in 1967. In September 1968 its residential services were terminated, and it was converted into a day school for emotionally disturbed children.

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among the 13 voluntary congregate-care facilities in Table 10.

[22] A 1966 cost analysis study conducted by the Welfare Council among 21 local children's institutions revealed a median daily cost per child of $10.07 among six congregate-care institutions as compared to a median daily cost per child of $24.84 among 15 treatment-oriented facilities. (See Leroy H. Jones, New Tools for Administration of Children's Institutions, An Analysis of Time, Costs, and Operations, (Welfare Council of Metropolitan Chicago, Publication No. 1026, 1967).

TABLE 9. CHILDREN IN TREATMENT-ORIENTED CHILD WELFARE INSTITUTIONS IN THE CHICAGO AREA, 1957 AND 1967

Auspices of Institution	1957 Daily No. Children[a]	 Percent of Total	1967 Daily No. Children[a]	 Percent of Total	Percent Change
TOTAL	128	100.0	576	100.0	+350.0
Governmental	15	11.7	21	3.6	+40.0
Voluntary	113	88.3	555	96.4	+391.2
Sectarian	(14)	(10.9)	(302)	(52.5)	(+2057.2)
Non-sectarian	(99)	(77.4)	(253)	(43.9)	(+155.6)

Base: 1957-7 institutions (1 governmental and 6 voluntary)
1967-16 institutions (1 governmental and 15 voluntary)
Source: C-1 reports to the Welfare Council and Special Reports from Ill. Dept. of Children and Family Services and Sonia Shankman Orthogenic School. (See Technical Appendix, Part II-B).
[a]Average number under care on last day of each month.

Congregate-Care Institutions for Dependent Children Decline by One-Half

In contrast to the rapid rise in treatment-oriented facilities, there was a striking decline during the past decade in the number of children served in congregate-care facilities. All local child welfare institutions that did not provide treatment-oriented or temporary-care services were classified, in this study, as congregate-care facilities.

The number of congregate-care facilities in the Chicago Area was halved between 1957, when there were 30, and 1967, when there were only 14. Only five institutions closed during this period; 11 remained open but modified their programs and facilities into treatment-oriented institutions.

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1.7	21	3.6	+40.0
8.3	555	96.4	+391.2
0.9)	(302)	(52.5)	(+2057.2)
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Meanwhile, as Table 10 shows, the number of children served in congregate-care institutions for dependent children fell by almost 50 percent, dropping from an average of 2,929 a day in 1957 to 1,531 in 1967.

In both years, voluntary institutions served 99 percent of the children in congregate-care facilities. Catholic institutions alone provided care for around two-thirds of the children in this type of institution, serving an average of 1,752 children a day in 1957 (60 percent of all local youngsters in this type of placement) and 1,065 in 1967 (70 percent of the total).

Voluntary congregate-care facilities were, on the average, operating at only 69 percent of their licensed capacity in 1967. This was 12 percent less than their 1957 occupancy rate and suggested a probable continuation of the downward trend in this type of care in future years.[23]

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[23] See Table X, Technical Appendix, II-B-3 & 4.

TABLE 10. CHILDREN IN CONGREGATE-CARE CHILD WELFARE INSTITUTIONS IN THE CHICAGO AREA, 1957 AND 1967

Auspices of Institution	1957 Daily No. Children[a]	 Percent of Total	1967 Daily No. Children[a]	 Percent of Total	Percent Change
TOTAL	2,929	100.0	1,531	100.0	-47.7
Governmental	15	.5	22	1.4	+46.7
Voluntary	2,914	99.5	1,509	98.6	-48.2
Catholic	(1,752)	(59.8)	(1,065)	(69.6)	(-39.2)
Other Sectarian	(650)	(22.2)	(148)	(9.7)	(-77.2)
Non-sectarian	(512)	(17.5)	(296)	(19.3)	(-42.2)

Base: 1957-30 institutions (1 governmental and 29 voluntary)
1967-14 institutions (1 governmental and 13 voluntary)
Source: C-1 reports to Welfare Council & Special Reports from Ill. Dept. of Children and Family Services. (See Technical Appendix, II-B)
[a]Average number under care on last day of each month.

Shortage of Temporary Care Facilities

In marked contrast to the general decline among other types of congregate-care facilities for dependent children, the number of children in Cook County's temporary detention facility, the Arthur J. Audy Home, tripled during this period. Table 11 shows that there were, on the average, 137 youngsters a day in the Audy Home in 1967 awaiting suitable placements elsewhere, as compared to 40 ten years earlier.

TABLE 11. CHILDREN IN TEMPORARY-
AND NURSERIES IN THE CHICAGO ARE

Auspices of Institution	1957 Daily No. Children[a]	 Perce of To
TOTAL	335	100.
Governmental	40	11.
Voluntary[b]	295	88.
Sectarian	(236)	(70.
Non-sectarian	(59)	(17.

Base: 1957 and 1967 - 5 agencies
Source: C-1 reports to Welfare C
[a]Average number under care on las
[b]Nurseries.

GATE-CARE CHILD WELFARE INSTITUTIONS
1967

57	1967		
Percent of Total	Daily No. Children^a	Percent of Total	Percent Change
100.0	1,531	100.0	-47.7
.5	22	1.4	+46.7
99.5	1,509	98.6	-48.2
(59.8)	(1,065)	(69.6)	(-39.2)
(22.2)	(148)	(9.7)	(-77.2)
(17.5)	(296)	(19.3)	(-42.2)

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last day of each month.

In 1957 all dependent children were housed in the Arthur J. Audy Home--a closed institution for juvenile delinquents. The inappropriateness of this jail-like setting for young, and already vulnerable, dependent youngsters was long recognized and in 1964 the Audy Home opened a branch for younger, dependent youngsters. This is Herrick House, a small congregate-care institution in a semi-rural setting outside of Chicago.

TABLE 11. CHILDREN IN TEMPORARY-CARE CHILD WELFARE INSTITUTIONS AND NURSERIES IN THE CHICAGO AREA, 1957 AND 1967

Auspices of Institution	1957		1967		Percent Change
	Daily No. Children^a	Percent of Total	Daily No. Children^a	Percent of Total	
TOTAL	335	100.0	423	100.0	+26.3
Governmental	40	11.9	137	32.4	+242.5
Voluntary^b	295	88.1	286	67.6	-3.1
Sectarian	(236)	(70.5)	(224)	(52.9)	(-5.1)
Non-sectarian	(59)	(17.6)	(62)	(14.7)	(+5.1)

Base: 1957 and 1967 - 5 agencies (1 governmental and 4 voluntary)
Source: C-1 reports to Welfare Council. (See Tech. Appendix II-B)
[a] Average number under care on last day of each month.
[b] Nurseries.

By June 30, 1967 Herrick House was already operating above its physical capacity of 58, with 60 dependent children under care. There were an additional 99 dependent youngsters in the Audy Home on that date, making a total of 159. These 159 children ranged in age from three to sixteen years; 50 of them were under ten. Some of these youngsters had been in "temporary-care" for as long a 1¼ years; and no less than one-fourth of them (40) had been in the institution for six months or more.[24]

That young dependent children were being housed in a jail-like atmosphere for months waiting for placement[25] while, at the same time, some voluntary institutions were operating with one-third of their beds empty, is an obvious commentary on the uneven quality of child welfare services provided in the Chicago Area.

Another type of temporary-care facility--nurseries for infants--were also in high demand during the past decade, operating around 90

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[24] Special Report to the Welfare Council from the Audy Home, July, 1967.

[25] In an attempt to stimulate action to improve this situation, Patrick Murphy, an attorney for the National Legal Aid and Defender Association, filed a lawsuit in February 1969 charging that dependent children in the Audy Home were being deprived of their civil rights since they were not being given equal treatment in comparison with dependent children in other institutions and were, in effect, receiving cruel and inhuman punishment by being held there. This suit is pending before the U.S. District Court in Chicago.

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percent of capacity in both study years.[26] There were four nurseries that provided temporary group care to infants and young children under two or three years of age in the Chicago Area during the study period. All of them were under voluntary auspices. Between 1957 and 1967, their total capacity rose slightly from 312 to 328, while the average daily number of children they served declined slightly from 295 to 286.[27]

ADDENDUM

Children in Homes of Parents or Other Relatives

Any attempt to document the vast volume of social services provided to children living in their own homes by public assistance programs, schools, courts, family and youth service agencies, child guidance clinics, and the many other types of organizations active in this field is clearly beyond the scope of this report. Nonetheless, brief mention should be made of one particular group of youngsters--those served by local child welfare agencies while living at home with parents or other relatives.

During the past decade the number of children served in "their own homes" by local child welfare agencies increased five times, expanding

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[26] See Table X, Technical Appendix, II-B-3 & 4.

[27] One of the four--Augustana Nursery, which served an average of 21 babies per month in 1967--closed its doors in 1968, reportedly because its sponsors concluded that they could not afford to maintain suitable standards of operation in the face of continually rising costs and the low rate of reimbursement from public agencies.

CHILDREN IN HOME OF PARENTS OR OTHER RELATIVES RECEIVING SERVICE FROM CHILD WELFARE AGENCIES IN THE CHICAGO AREA, 1957 AND 1967

Agency Auspices	Children in Home of Parents' or Other Relatives' Daily Number[a] 1957	1967	Percent Change	Children in Home of Parents' or Other Relatives' as Percent of Total Caseload[b] 1957	1967
TOTAL	450	2,321	+415.8	4.8	15.8
Governmental	286	1,673	+485.0	5.7	17.9
State	224	1,486	+563.4	70.9	48.4
Other	62	187	+201.6	1.3	3.0
Voluntary	164	648	+295.1	3.9	12.2
Lutheran	35	318	+808.6	7.5	39.2
Other	129	330	+155.8	3.4	7,3

Base: 1957-20 agencies (4 governmental and 16 voluntary)
1967-18 agencies (3 governmental and 15 voluntary)
Source: C-1 reports to Welfare Council & Special Reports from Juvenile Court of Cook County. (See Tech. Appendix II-A).

[a] Average number under care on last day of each month.

[b] Total caseload not shown -- includes children in foster homes, institutions and other placements.

from an average of 450 a day in 1957 to 2,321 in 1967. The proportion of the agencies' total caseload in home of parents or other relatives also increased. In 1957, for example, the 450 children a day represented just under 5 percent of the total caseloads of all the agencies, while in 1967 the 2,321 children per day in homes of parents or other relatives were nearly 16 percent of all children under care.

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OR OTHER RELATIVES RECEIVING SERVICE
IN THE CHICAGO AREA, 1957 AND 1967

n in Home of s' or Other atives'		Children in Home of Parents' or Other Relatives' as Percent of Total Caseload[b]	
er[a] 967	Percent Change	1957	1967
321	+415.8	4.8	15.8
673	+485.0	5.7	17.9
486	+563.4	70.9	48.4
187	+201.6	1.3	3.0
648	+295.1	3.9	12.2
318	+808.6	7.5	39.2
330	+155.8	3.4	7.3

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governmental and 15 voluntary)
fare Council & Special Reports from
nty. (See Tech. Appendix II-A).
on last day of each month.
- includes children in foster homes,
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under care.

There were, however, widespread variations in the extent to which different agencies reported serving children in their own homes. Indeed, as the table shows, the state agency, alone, accounted for most of the youngsters served at home in both study years. The Illinois Department of Public Aid, Child Welfare Services, served about half of the children served in their own homes in 1957 (an average of 224 a day), and its successor, the Illinois Department of Children and Family Services, served two-thirds of the total in 1967 (an average of 1,486 a day).

Other agencies also showed marked increases. In both years, all but three of the local child welfare agencies served, on the average, at least one youngster a day in his own home.

Among voluntary agencies, the number of children under care in parents' or other relatives' homes quadrupled from an average of 164 per day in 1957 to 648 ten years later. Hence, at the end of the decade these children represented over 12 percent of the average daily caseload of the voluntary agencies, as compared to only 4 percent at the beginning. This proportion varied widely among the different agencies, ranging from none to 50 percent of the total caseload in 1967. Throughout the period, Lutheran agencies were among the leaders in providing this type of service.

To the extent that child welfare agencies were, indeed, providing casework and/or other services to youngsters in their own homes in order to avert the need for placement, these figures suggest an important shift in program direction from foster care to preventive services. A definitive statement that such a shift was actually taking place cannot be made, however, on the basis of "headcounts" alone, and is beyond the resources of this study.

PART III. CHILDREN IN THREE OTHER TYPES OF INSTITUTIONS

5. SUMMARY

In contrast to the downward trend in the resident population of local child welfare institutions during the past decade, there was an increase of 9 percent in the number of Chicago Area youngsters in special institutions for the retarded, delinquent, and disturbed child. As shown in Table 12, the estimated number of local children in these three types of institutions grew from less than 4,000 a day in 1957 to more than 4,300 ten years later.

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TABLE 12. CHICAGO AREA CHILDREN IN THREE OTHER TYPES OF INSTITUTIO
BY TYPE OF INSTITUTION, 1957 AND 1967

Auspices and Type of Institution	1957 Daily No. Children	1957 Percent of Total	1967 Daily No. Children	1967 Percent of Total	Perce Chang
TOTAL	3,968	100.0	4,327	100.0	+9
Governmental	(3,156)	(79.5)	(3,714)	(85.8)	(+17
Voluntary	(812)	(20.5)	(613)	(14.2)	(-24
Institutions for:					
Mentally Retarded	2,205[a]	55.6	1,960	45.3	-11
Delinquents	1,671	42.1	1,987	45.9	+18
Disturbed[b]	92[c]	2.3	380	8.8	+313

Base: 1957 - 18 institutions (13 governmental and 5 voluntary)
1967 - 39 institutions (35 governmental and 4 voluntary)
Source: Summary of Tables 13-15

[a] Data is for 1961 because figures not available for 1957
[b] State hospitals only; data for voluntary hospitals not available
[c] Data is for 1955 because figures not available for 1957

HREE OTHER TYPES OF INSTITUTIONS

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This upward trend was most evident among governmental institutions, which not only provided the bulk of care in both study years, but also accounted for most of the expansion in the daily resident population. Among public facilities of this type the child population rose by almost one-fifth between 1957 (when around 3,200 received care daily) and 1967 (when more than 3,700 did).

HILDREN IN THREE OTHER TYPES OF INSTITUTIONS,
957 AND 1967

1957		1967		
o. n	Percent of Total	Daily No. Children	Percent of Total	Percent Change
3	100.0	4,327	100.0	+9.0
6)	(79.5)	(3,714)	(85.8)	(+17.7)
2)	(20.5)	(613)	(14.2)	(-24.5)
5[a]	55.6	1,960	45.3	-11.1
1	42.1	1,987	45.9	+18.9
2[c]	2.3	380	8.8	+313.0

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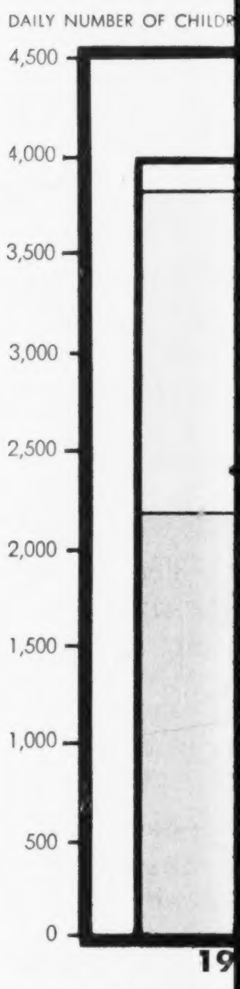
Comparable information about the voluntary sector is incomplete due to lack of data from private psychiatric hospitals. There was, however, a downward trend in the daily resident populations of local voluntary institutions for mentally retarded children and for delinquents. In 1957, there were five such institutions of this type, all run by Catholic Orders but open to children of all religions. Ten years later, in 1967, the number of facilities had been lowered to four and there had been a 25 percent decline in daily resident population (from a total of about 800 down to about 600).

Among governmental institutions, state facilities constituted the major source of care, accounting for 85 percent of the children in these types of public facilities during both study years. During this period, the number of residents under 18 in state institutions went up 17 percent, rising from around 2,700 a day at the beginning to close to 3,200 at the end. Even more impressive was the expansion of special state facilities for children. In this ten-year period, the state established 22 new child care centers, including four new schools for the retarded, nine new camps and schools for delinquents, and nine special children's units in state mental hospitals and zone centers. Hence, 2,600 more beds were added to these types of state facilities which not only provided space to serve more children but also reduced the overcrowding that prevailed in the early part of the decade.

The overall increase in daily patient population was not uniform among the three types of special children's institutions. As Figure H illustrates, the most dramatic growth took place in psychiatric hospitals. Four times as many Chicago Area children were under care in state hospitals in 1967 (when about 400 were "on the books" each day) than in 1955 (when there were less than 100). The number of local children in institutions for delinquents increased by a more modest 19 percent, rising from less than 1,700 a day in 1957 to almost 2,000 in 1967.

In contrast to these increases was the 11 percent decline in the daily patient population of institutions for the retarded in recent years. The estimated number of Chicago Area children in this type of facility dropped from about 2,200 a

Figure H. Ch



Source: Table 12

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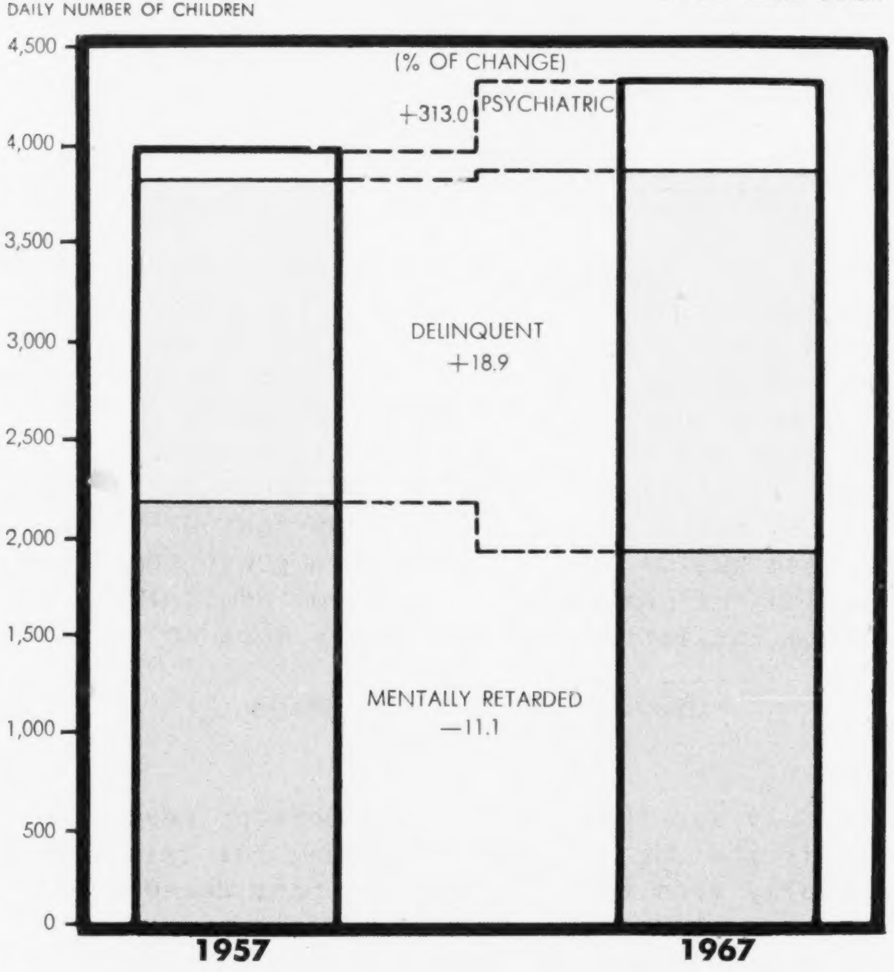
Figure H. Children in Three Other Types of Institutions, 1957 and 1967



Source: Table 12

day in 1961 to less than 2,000 in 1967. This decline is difficult to understand. It did not seem related to reduced capacity, because almost 1,300 new beds were added to state facilities during this period, which more than compensated for a loss of about 150 in the voluntary sector. Neither did the decline appear to be the result of reduced need, in that the list of accepted applicants waiting for openings in state facilities contained over 60 percent more names in 1967 than it had in 1960. As a result, some youngsters had been waiting for as long as eight years for a vacancy.

6. CHILDREN IN INSTITUTIONS FOR THE MENTALLY RETARDED

There were more than 2,000 Chicago Area children in facilities for the mentally retarded during both study years, and in addition to these there were hundreds more in need of institutional care for whom none was available. Evidence of this serious and chronic shortage of residential care facilities is provided by the long waiting lists, which the Illinois Department of Mental Health was obliged to keep throughout the study period, of children accepted for admission to state facilities for whom there were no vacancies.

Growing Gap Between Needs and Facilities

Not only was there a wide gap between needs and facilities for retarded children, but this gap actually grew wider during the past decade. The estimated number of Cook County children on the waiting list for care in state facilities grew from 662 in 1960[1] to 1,083 in 1967,[2] an increase of 64 percent. At the same time, the

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[1] Estimate is for Cook County children in 1960. No data was available on DuPage and Lake County children. See Technical Appendix, III-A-4 for data source and description of the method used to derive estimate.

[2] Ibid., 1967.

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daily number of children served in state facilities and in local voluntary institutions for the retarded actually declined by 11 percent. As Table 13 shows, estimates of Chicago Area children under care in these institutions dropped from 2,205 a day in 1961 to 1,960 in 1967.

Some idea of what the long waiting lists meant in terms of human misery may be gleaned from reports of the Illinois Association for the Mentally Retarded noting,

> This waiting list is sometimes as long as eight years, and the emergency waiting list, consisting of children so severely handicapped that their presence in the home is damaging to themselves or their families is often as long as three years.[3]

A detailed study of children on the waiting list in 1964 showed,

..."uncontrolled behavior" of the applicant as a reason given for seeking institutional care for 80 percent of the applicants over six years of age.

..."harmful emotional effects on other children or adults in the family" was a reason for 55 percent of the applicants.

...40 percent of the applicants were either bedfast or only partially ambulatory.

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[3] Gordon Snow, Mental Retardation, (Working Paper for the Illinois Committee for the White House Conference on Children and Youth, 1968).

TABLE 13. CHICAGO AREA CHILDREN IN INSTITUTIONS FOR THE MENTALLY RETARDED, 1961[a] AND 1967

Auspices of Institution	1961[a] Daily No. Children	1961[a] Percent of Total	1967 Daily No. Children	1967 Percent of Total	Percent Change
TOTAL	2,205	100.0	1,960	100.0	-11.1
Governmental	1,546[b]	70.1	1,458[b]	74.4	-5.7
Voluntary[c]	659	29.9	502	25.6	-23.8
Proprietary	NA	-	(350)	-	-

Base: 1961-6 institutions (2 state and 4 vol.); also 5 proprietary
1967-9 institutions (6 state and 3 vol.); also 6 proprietary

Source: Estimates based on Ill. Dept. of Mental Health reports. (See Technical Appendix, III-A).

[a] Data is for 1961 because figures not available for 1957.

[b] Estimated for Cook County children only; others not available.

[c] All voluntary institutions were under Catholic auspices.

...21 percent could not feed themselves.

...one-half were not toilet trained.[4]

Inadequate State Facilities for the Retarded

Waiting lists notwithstanding, it is important to note that in both study years state insti-

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[4] Illinois Association for the Mentally Retarded, Residential Care Needs of the Mentally Retarded in Illinois, 1967).

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	100.0	1,960	100.0	-11.1
	70.1	1,458[b]	74.4	-5.7
	29.9	502	25.6	-23.8
	-	(350)	-	-

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State Facilities
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standing, it is important
study years state institutions provided care for more than 70 percent of all Cook County children in residential facilities for retarded. Table 13 shows that the daily number of Cook County children in state institutions was estimated to be 1,546 in 1961, and 1,458 in 1967--or 88 less. This decline in the number served occurred in spite of the fact that four new state facilities were constructed during this same period.

In 1961 (as in the previous fifty years) there were only two governmental facilities for retarded children, and both were overcrowded, understaffed, huge, "barn-like" institutions.

They were Lincoln State School--built in 1877, and located 180 miles from Chicago--and Dixon State School--built in 1918, and 120 miles away.

Between 1961 and 1967 the Illinois Department of Mental Health completed the construction of four new children's centers for the retarded, thus raising the state-wide total of institutions to six and, thereby, increasing the number of certified beds from 7,036 to 8,314.[5]

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[5] Illinois Department of Mental Health, Statistics (April-June 1961 and January-June, 1967).

The very fact that these were the first new institutions for the retarded built by the state of Illinois in fifty years may be viewed as progress of sorts. Moreover, the 1,278 additional beds undoubtedly alleviated some of the overcrowding in Lincoln and Dixon State Schools. Indeed, Dixon was "only" 25 percent overcrowded in 1967, as compared to 50 percent in 1961; and Lincoln was "only" 20 percent over-capacity in 1967 as compared to 36 percent six years before.[6]

On the other hand, the addition of more than 1,000 new beds to state facilities between 1961 and 1967 makes the drop in patient population that occurred during the same period perplexing and, on the surface at least, in light of the long waiting list most unfortunate, at least for the families involved.

In light of the fact that almost half of the children in state institutions for the retarded come from Cook County[7], it seems unfortunate that only one of the four new facilities was located in the Chicago Area. Moreover, there is little evidence that the one facility (the Illinois Pediatric Institute) in the area was having much of an effect on the magnitude of unmet needs. On June 30, 1967, the Institute was serving only 126 occupants, a number equal to less than one-half of its present capacity in certified beds (264)[8] and less than one-fourth of its originally planned capacity of 585.[9]

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[6] Ibid.

[7] Personal communication with the Illinois Department of Mental Health.

[8] Illinois Department of Mental Health, Statistics, (January-June 1967).

[9] Gordon Snow, Op. cit.

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Hence, in 1967, as in previous years, most Chicago children under state care were still housed in the two antiquated state schools, still located miles away from their homes, still overcrowded, and still understaffed.[10]

Private Institutions Costly

The number of youngsters served in Chicago Area voluntary institutions for retarded children also declined during this period, from a daily total of 659 in 1961 to 502 in 1967.[11] This 24 percent decrease was largely the result of one institution's decision to close out its program for children and to provide care primarily for adult retardates instead. Hence, between 1961 and 1967 the number of local voluntary institutions for retarded children was reduced from four to three, and their capacity was lowered from 662 to 508.[12]

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ntal Health, Statistics,

[10] Standards set by the American Association for Mental Deficiency indicated that in January, 1967 an additional 1,573 "front-line" employees were needed at Dixon and 1,291 at Lincoln to provide minimum adequate care for their resident populations at that time. (See Gordon Snow, Op. cit.)

[11] Note that these figures pertain only to children under the care of voluntary institutions specifically designated for retarded children. They do not include children served in facilities primarily for adult retardates or in other types of voluntary institutions.

[12] See Table XX and Technical Appendix III-A

In both years, all Chicago Area voluntary institutions for retarded children were run by Catholic religious orders. Although far less crowded than state facilities, voluntary institutions found the demand for service so great that they were operating at full capacity throughout the period.[13]

These voluntary institutions served children of all races and creeds. Their fees were based on sliding scales related to the family's ability to pay, with suggested charges ranging from $75 to $152 a month in 1961.[14] By 1967, suggested fees ranged from $175 to $275 per month.[15]

In addition to public and voluntary institutions, private corporations and individuals also provided residential facilities for retarded children. There were five proprietary institutions in the Chicago Area in 1961, and six in 1967. Data on the 1961 resident population were not available, but in 1967 privately-owned facilities served 350 children a day. Like their voluntary counterparts, proprietary institutions were, also, operating at maximum capacity.[16]

As would be expected, the range of prices charged by privately-owned facilities was higher than the range charged by voluntary institutions. I
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[13] Ibid.

[14] Illinois Council for Mentally Retarded Children, A Directory of Services for the Mentally Retarded in Illinois, (1962).

[15] Illinois Association for the Mentally Retarded, Private Residential Facilities for the Mentally Retarded in Illinois, (1968).

[16] See Table XX and Technical Appendix III-A

[17] Illinois Counc
Op. cit.

[18] Illinois Assoc
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e charged by voluntary institutions. In 1961, the monthly fees of proprietary institutions varied between the $125 charged by a small nursery for mongoloid infants to the $250 "plus extras" charged by a congregate-care facility for older children.[17] By 1967, the lower end of the monthly price range remained at $125, but the upper end had gone up to $470 per month (or $5,640 a year).[18]

7. CHILDREN IN INSTITUTIONS FOR DELINQUENTS

In contrast to the decline in the resident population of institutions for the retarded, there was an increase of almost 20 percent in the daily number of Chicago Area children in institutions for delinquents. From about 1,700 a day in 1957, the number rose to almost 2,000 ten years later which meant that, in 1967, there were more local children in facilities for delinquents than in any other type of institution studied.

In Chicago, as in other parts of the United States, almost all residential facilities for delinquents were under governmental auspices. As a result, more than 90 percent of the Chicago Area children who were in institutions for delinquents during each study year were in public facilities.

Table 14 shows that the state was the single largest provider of this type of care. In both study years, two out of three Chicago children

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[17] Illinois Council for Mentally Retarded Children, Op. cit.

[18] Illinois Association for the Mentally Retarded, Private Residential Facilities.

TABLE 14. CHICAGO AREA CHILDREN IN INSTITUTIONS FOR DELINQUENTS, 1957 AND 1967

Auspices of Institution	1957 Daily No. Children	 Percent of Total	1967 Daily No. Children	 Percent of Total	Percent Change
TOTAL	1,671	100.0	1,987	100.0	+18.9
Governmental	1,518	90.8	1,876	94.4	+23.6
Ill. Youth Comm.	1,075	64.3	1,337	67.3	+24.4
Audy Home	222	13.3	263	13.2	+18.5
Parental School	221	13.2	276	13.9	+24.9
Voluntary (Cath.)	153	9.2	111	5.6	-27.5

Base: 1957-11 institutions (10 governmental and 1 voluntary)
1967-20 institutions (19 governmental and 1 voluntary)
Source: C-1 reports to the Welfare Council and estimates based on reports from Illinois Youth Commission, U.S. Dept. of Health, Education & Welfare, and others. (See Technical Appendix, III-B).

in institutions for the delinquent were in state facilities under the aegis of the Illinois Youth Commission.[19] Moreover, the daily population from Chicago in Illinois Youth Commission facilities grew by almost 25 percent during the past decade, rising from 1,075 in 1957 to 1,337 ten years later.

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[19] The Illinois Youth Commission was established by legislation in 1953 to consolidate all state-level services for delinquents under a single administrative unit. The Commission is directed by a five member board appointed by, and directly responsible to the Governor.

CHILDREN IN INSTITUTIONS FOR DELINQUENTS,

1957		1967		
No. ren	Percent of Total	Daily No. Children	Percent of Total	Percent Change
	100.0	1,987	100.0	+18.9
	90.8	1,876	94.4	+23.6
	64.3	1,337	67.3	+24.4
	13.3	263	13.2	+18.5
	13.2	276	13.9	+24.9
	9.2	111	5.6	-27.5

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During this same period, there was an even greater increase in the number of Illinois Youth Commission facilities available to delinquents. In ten years state facilities almost doubled in both number (from 8 to 17) and capacity (from 1,315 to 2,052).[20]

As a result, the overcrowded conditions which were prevalent during the early part of the period were substantially reduced. The average occupancy rate for all Illinois Youth Commission facilities, which had been 103 percent of capacity in 1957, had dropped to 91 percent by 1967. This reduction provided a marked contrast to the increasingly overcrowded conditions of public delinquency institutions operated by local county and city governments.[21]

In addition to increasing the number of facilities under their jurisdiction, the Illinois Youth Commission also expanded the variety of programs made available to children under their care. Of the nine new institutions built during this period, three were "special education schools," i.e., small institutions for 9-14 year old boys which emphasize remedial academic instruction. The

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[20] See Table XX and Technical Appendix III-B-1 & 2.
[21] See Table XX.

other six were "minimum security" forestry camps for 15-21 year old boys which offered work programs in forestry, state park maintenance, and community services.

The importance of trying new programs and approaches is underscored by the high recidivism rates among delinquents served in state facilities. For example, close to one-half of the 3,051 youths admitted to the Illinois Youth Commission Reception Center for Boys in 1966 were "recidivists," who had either been committed to that institution previously, or were being returned from probation or parole, or transferred in from some other institutions for delinquents.[22] Hence, there is tangible evidence that Illinois Youth Commission facilities, like their counterparts throughout the country, frequently failed to realize their stated objectives of "training" and "rehabilitating" the youngsters committed to their care.

One result of this is that professionals who work with delinquents, like those in other child care fields, are beginning to place more emphasis on community-based out-patient programs. The theory is that it might be more economical and more effective, in the long run, to provide preventive and rehabilitative services to the child where he lives, i.e., within the social

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[22] Louise T. Jackson and Daisy C. Ligons, Statistics on Public Institutions for Delinquent Children, 1966. (U.S. Department of Health, Education, and Welfare, Children's Bureau, Statistical Series 89, 1967).

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ːd to that institution
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ı from some other in-
22 Hence, there is
ıois Youth Commission
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ːrofessionals who
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ːong run, to provide
ːe services to the
within the social environment that he must eventually come to terms with if he is to "make it outside."[23]

Local Public Institutions Crowded and Inappropriately Used

In addition to Illinois Youth Commission facilities, two other public facilities served Chicago Area delinquents during the past decade: the Chicago Board of Education's Parental School, with one branch for boys and a second for girls, and the Arthur J. Audy Home, a temporary detention facility operated by the Cook County Board of Commissioners. Both institutions were housed in antiquated buildings, seriously overcrowded, and the subject of intermittent public concern and criticism.

The Audy Home provides temporary shelter for delinquents, truants, and dependent children who are waiting for appropriate placements elsewhere. In 1957, the Home had a daily average population of 222 delinquents plus 40

ːy C. Ligons, *Statistics*
Delinquent Children,
Health, Education, and
, Statistical Series 89,

[23] National figures indicated that, within the juvenile corrections system, the average cost of institutional care was $3,613 per offender per year, as compared to $328 for community services. In 1965, institutions received only 18 percent of the total offenders served by the juvenile corrections system, but they employed three-fourths of the total employees and accounted for more than 70 percent of the total operating costs. (From the President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society*, (Washington, D.C.: U.S. Government Printing Office, 1967).

dependent children,[24] a total of 262 per day. By 1967, the daily figures had risen to 263 delinquents and 137 dependent children, a total of 400. Hence, in 1967 there were over 50 percent--or an average of 138--more children under care each day.[25]

Meanwhile, the capacity of the institution had expanded by only 58 more beds, which were added when a branch for younger dependent children was opened in 1964. As a result, the average occupancy rate for the Audy Home rose from 87 percent of capacity in 1957 to 112 percent in 1967, indicating a serious degree of overcrowding that year.[26]

Such conditions are obviously not conducive to providing the troubled youngster who has, perhaps for the first time, come in serious contact with the law, with the type of understanding that he needs (and is, by virtue of the Juvenile Court Act, legally entitled to receive) at what may be a crucial turning point in his life.

Similar conditions prevailed in the Parental School, established in accordance with an 1899 state law that required Illinois cities of over 500,000 population (i.e., Chicago) to provide "parental or truant schools ... for the confinement, discipline, instruction, and maintenance of ... any child of compulsory school age who ... has been guilty of habitual truancy or violation

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[24] See Table 11 in Part II-4 above, for a discussion of the dependent children in the Audy Home.

[25] See Table XX and Technical Appendix III-B-2 & 3.

[26] Ibid.

[27] Illinois Sch

[28] See Table X

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of the rules of the public school."[27] Children are admitted to the school only by commitment through Juvenile Court.

In 1957 an average of 221 children a day were under care in the Parental School's two branches. By 1967, the average daily total was 276, or 25 percent more. During this time, the school's capacity was increased by only 30 beds. Facilities for girls were doubled (from 30 to 60), but those for boys remained the same throughout the period (180). As a result, the School, which was already overcrowded in 1957 when it was operating at 105 percent of capacity, was in even worse condition in 1967 when it was operating at 115 percent of capacity.[28] Part of the problem stemmed from the fact that the Parental School has no control over the numbers or types of children admitted to it by the Juvenile Court because it must accept all children committed. For all practical purposes this also means that the School's staff cannot determine a child's length of stay because they have to discharge residents to make room for the steady stream of new arrivals. As a result, the average length of stay for children in 1966 was three months[29]--scarcely a long enough period to effectively treat the types of behavioral problems that lead to a child's being placed in the institution in the first place.

In recent years, various organizations and professional groups have expressed concern about the Parental School. They have questioned

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above, for a discussion
in the Audy Home.
Appendix III-B-2 & 3.

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[27] Illinois School Code, Chapter 122, 34.
[28] See Table XX and Technical Appendix, III-B-2 & 3.
[29] Louise T. Jackson, Op. cit.

whether or not it is appropriate to require the Board of Education to operate a residential facility for children who present problems in relationship to the schools.

Whether or not the requirement is appropriate, it is clearly impossible to meet it, other than superficially, within the context of the pressures and problems that the school has faced in recent years. As Robert Havighurst has stated,

> This kind of rapid turnover makes program and rehabilitative impact possible only through the more difficult forms of magic. ... The basic problem of the Parental School is that no one seems able to decide what it ought to be (detention home, school, residential treatment center, nonparental institution, etc.)[30]

In an attempt to arrive at some answers to these questions, the Welfare Council is currently engaged in the development of a proposed joint project with the Chicago Board of Education and Northeastern State College to assess the operations of the School in more detail and to devise appropriate plans for directions it may take in the future.

Few Served by Voluntary Sector

While many local children's institutions have always served some youngsters whose problems
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[30] Robert J. Havighurst, The Public Schools of Chicago (Chicago: The Board of Education of the City of Chicago, 1964).

[31] Conversation wit
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Voluntary Sector

en's institutions have
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included delinquency, there was, during the past decade, only one voluntary institution in the entire Chicago Area specifically for delinquents. This was a closed facility operated by the Sisters of the Good Shepherd for "socially maladjusted" girls, i.e., for teenagers who truanted, ran away or committed other types of delinquent acts.

As Table 14 reveals, the average daily population of the House dropped from 153 in 1957 to 111 ten years later. This 27 percent decline was, reportedly, largely the result of administrative decisions to intensify and improve their program by changing the House from congregate-care to a small group-living plan and by developing a wider range of rehabilitation services, including several work-study programs operated in conjunction with local schools and community organizations. Another factor accounting for the decline is a chronic shortage of suitable personnel to provide the new services, especially in relation to housemothers.[31]

8. CHILDREN IN PSYCHIATRIC HOSPITALS

The number of Chicago Area children in Illinois state mental hospitals quadrupled between June 30, 1955 when, as Table 15 shows, there were

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, The Public Schools of
e Board of Education of
1964).

[31] Conversation with Administrator, House of the Good Shepherd.

TABLE 15. CHICAGO AREA CHILDREN IN PSYCHIATRIC HOSPITALS, 1955[a] AND 1967

Auspices of Hospital	Daily No. Children		Percent Change
	1955[a]	1967	
Governmental	92	380	+313.0
Voluntary and Proprietary	NA	105	-

Base: 1955 - 1 state hospital unit
1967 - 10 units state; & 10 vol. & prop.

Source: Estimates based on Ill. Dept. of Mental Health, Ill. Commission on Children, and U.S. Dept. of Health, Education, and Welfare reports. (See Technical Appendix, III-C).

[a] Data is for 1955-figures not available for 1957.

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By 1967, the stat
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[32] These include some mentally retarded children inappropriately hospitalized after their behavior and condition became too serious for them to be maintained in the community, because of lack of space in state facilities for the retarded. Such youngsters are transferred to the appropriate facilities when space becomes available. For example, the Illinois Commission on Children, Study of Emotionally Disturbed Children, indicated that 10 percent of the children on the books of state hospitals on June 30, 1964 had been transferred to state schools on that date three years later.

[33] See Table XX and

[34] Illinois Commissi
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ILDREN IN PSYCHIATRIC

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105	-

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During this same period, the number of special treatment units for children in state hospitals increased ten times. In 1955, there was only one such unit in the entire state--the 30-bed Grace Abbott Children's Center at Peoria State Hospital. This meant that most child patients were housed in the same wards with older, disturbed adults.

By 1967, the state had already set up ten special units with 595 beds for children and adolescents.[33] In addition, plans were being made to provide beds for children in some of the new state "zone centers", i.e., facilities recently constructed by the Illinois Department of Mental Health to provide comprehensive community mental health services to residents of particular geographical regions or zones. As a result of these advances, it was estimated that, by November 1967, more than three-fourths of the children in state hospitals were housed in separate units apart from adult patients with special educational, recreational, and treatment programs appropriate for their age.[34]

Overall Increase in Psychiatric Care

There were probably similar increases in the number of children served in private psychiatric hospitals and in the psychiatric wards of general hospitals, but no figures could be obtained to substantiate this thesis. No data at all were available on children served in private facilities in 1957, and only one statistic was found for 1967--105 patients under the age of 20 were reported to be in ten private psychiatric hospitals in Illinois on January 1 that year.[35]

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[33] See Table XX and Technical Appendix, III-C-1 & 2.

[34] Illinois Commission on Children, Interdepartmental Committee on Children and Youth, Study of Emotionally Disturbed Children, (1967).

Even without complete data, one fact stands out: there was a marked increase over the past decade in the number of Chicago Area children receiving some type of residential treatment for emotional problems. If, for example, the number of youngsters in treatment-oriented child welfare institutions were combined with the number in state hospitals, the estimated daily total grew from around 200 in 1957 to almost 1,000 in 1967.[36] In addition to these, there were an unknown number of children in psychiatric wards of general hospitals and in private psychiatric facilities.

ADDENDUM

Maternity Homes for Unmarried Mothers

As facilities that provide care for only a limited period of time (during the pre- and post-confinement periods) to unwed pregnant women of all ages, maternity homes fall outside the scope of this report on residential care for children. At the same time, brief mention of this type of care seems apropos, because maternity

WOMEN[a] SERVED BY MAT
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Avg. Percent of Occupany . .	
Number of Centers	

Source: C-4 reports
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[35] U.S. Public Health Service, Patients in Mental Institutions, Part III, Private Mental Hospitals and General Hospitals with Psychiatric Service, (1966).

[36] As previously shown in Table 9 in Part II-4, there were 128 children in treatment-oriented child welfare institutions in 1957 and 576 in 1967.

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WOMEN[a] SERVED BY MATERNITY HOMES IN THE CHICAGO AREA, 1957 AND 1967

	1957	1967	Percent Change
Annual Total Women Served . .	1,003	1,134	+13.1
Average Daily Population . . .	162	173	+6.8
Capacity	210	255	+21.4
Avg. Percent of Occupany . .	77.1	67.8	-
Number of Centers	6	7	-

Source: C-4 reports to the Welfare Council and Ill. Dept. of Children and Family Services reports. (See Technical Appendix, Addendum).

[a] Includes women of all ages. No specific data for minors available.

homes do serve many teenagers and, also, because many of the babies born to residents are placed in adoptive homes or other foster care facilities.

The Table shows that the number of maternity homes in the Chicago Area increased from six facilities with 210 beds in 1957 to seven, with 255 beds, in 1967. Like most facilities of this type in the United States, all of the local centers were under voluntary auspices. Three were sectarian and four, non-sectarian; two of the latter were operated in conjunction with adoption agencies.

With the addition of a new facility, local maternity centers served a few more women in 1967 (an average of 173 per day) as compared to 1957 (162). During this same period, the annual total number of women who received care in these centers rose from 1,003 to 1,134, an increase of 13 percent.

In both study years, the total number of women served in Chicago Area maternity homes was small in comparison to the number that gave birth to illegitimate children. In 1957 there were nine times more illegitimate live births reported in Cook County alone (9,207) [37] than women served in maternity homes (1,003). By 1967 the disparity was even wider; illegitimate live births in Cook County (14,607) [38] were twelve times greater than the women served (1,134).

These figures may, in part, reflect a current trend away from shelter-type care for illegimately pregnant women toward therapeutically-oriented out-patient programs. For example, the Chicago Board of Education and the Board of Health have, in recent years, provided "Family Living Centers" that offer special classes, counseling and health services to pregnant and newly-delivered school girls. Since 1966, the Crittenton Comprehensive Care Center (sponsored by the Chicago Board of Health, the Illinois Department of Public Health and the Florence Crittenton Association of America) has, also, provided health care and educational and social services to unwed pregnant school girls who continue to live in their own homes.

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[37] Illinois Department of Public Health, Vital Statistics, (1957).

[38] Op. cit., (1967).

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TECHNICAL APPENDIX

DATA SOURCES, METHODOLOGY, AND LIMITATIONS

I. AN OVERVIEW

As an effort to present an overall picture of services provided to a specific group of clients (Chicago Area children) by a number of different agencies and institutions, not organized into a single comprehensive service delivery system with centralized data collection facilities, this report is necessarily based on fragmentary statistics, uneven in quality, obtained from a variety of sources.

Some of these sources offered no specific service statistics for Chicago Area children, and others presented the data in forms that were not comparable to other reports in the field. Hence, it was often necessary to derive estimates from whatever figures were available. For the reader who is interested in these technical details, this appendix describes the numerous sources from which the report data were obtained and the assumptions and methods by which estimates were derived. It also points out some of the gaps in coverage and other data limitations.

A. SELECTION OF AGENCIES AND INSTITUTIONS

A master list of institutions that provided foster placement services and residential care for mentally retarded, delinquent, and emotionally disturbed children during the study years was obtained from a variety of directories and listings.

Voluntary (and proprietary) institutions on this list were then screened on the basis of the main age group served and geographical location. Institutions that were not exclusively, or primarily, for children under 18 were not included in this report even if their minimum age limits were under 18. Hence, an institution that served clients "from 16 years and over" was omitted.

Voluntary (and proprietary) institutions that were not physically located within the three-county Chicago Area were also excluded. This meant that some Chicago Area children, who were receiving care from voluntary institutions and agencies outside the three-county area, were inadvertently omitted from the report and that some children from other locations, who were receiving
care from voluntary ins
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care from voluntary institutions and agencies in the Chicago Area, were erroneously included. However, it was assumed, on an *a priori* basis that *most* "uprooted" Chicago Area children receiving care from voluntary institutions were placed locally and that *most* children placed in Chicago Area settings were from this area. Hence, the report includes the *total* number of "uprooted" children receiving care from voluntary agencies and institutions in the three-county Chicago Area.

On the other hand, state institutions and agencies were selected solely on the basis of function. With the exception of schools for physically-handicapped, blind, and deaf children, all state residential facilities for children were included in the report, regardless of their geographical location. Some were institutions exclusively for children (e.g. the state training schools); some were special children's units within adult institutions (e.g. adolescent wards in state hospitals); and some were institutions for both children and adults in which children constituted the majority of the resident population (e.g. state schools for the retarded).

Since most state agencies and institutions care for children from all parts of the state, it would not have been appropriate to include their total caseloads in this report on local children. Hence, for each facility that did not provide specific service data by the child's county of residence, the number of Chicago Area children under care during the study period was estimated.

B. CHILD POPULATION ESTIMATES

(Re: Table 1)

Since no specific figures were available on the population under 18 in the three counties in either 1957 or 1967, estimates were derived as follows:

> The proportion of the population under 18 in each county in 1960 was obtained from U.S. Bureau of the Census, *U.S. Census of Population: 1960*, Vol. I, "Characteristics of the Population," Part 15, "Illinois."
>
> For purposes of estimating, it was assumed that children under 18 years composed approximately the same proportion of the population in each county in 1957 and in 1967 as they did in 1960. Hence, the percent of the population in 1960 was applied to estimates of the total population in each county in 1957 and in 1967 to obtain estimates of the child population during those years.

Estimates of the total population in each county on July 1, 1957 were taken from the Chicago Community Inventory, University of Chicago, Population Growth in the Chicago Standard Metropolitan Area, 1950-57, (February 1958). Similar estimates for 1967 were obtained from U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 411, "Provisional Estimates of the Population of One Hundred Large Metropolitan Areas, July 1, 1967," (November 1968).

It must be emphasized that these estimates do not take account of any possible shifts in age distribution that may have occurred during these ten years as a result of changing birth rates, new migration patterns, or other factors.

II. CHILDREN IN FOSTER CARE PLACEMENTS

(Re: Tables 3 thru 11)

The second part of the report focuses on trends in the numbers of children served in three types of foster care placements: agency adoptive homes, other foster family homes and child welfare institutions.

Nearly all of the data on foster placements were obtained from monthly C-1 reports on children's services which the Welfare Council has been collecting from child welfare agencies and institutions in the Chicago Area for almost forty years. While the C-1 data has proved a valuable source of information, it has some limitations which should be noted here.

One of the basic limitations of the system is that it does not include all the child welfare agencies in the local area, especially in DuPage and Lake Counties. Specific agencies that do not report to the Council include the following:

--Catholic Charities of Joliet which has served Catholic children in DuPage County since 1944.

--The Juvenile Courts in DuPage and Lake Counties.

--The Department of Public Aid in DuPage and Lake Counties.

--DuPage and Lake County children served by the Illinois Department of Public Welfare in 1957 and the Illinois Department of Children and Family Services in 1967. (Both state agencies issued regular reports to the Welfare Council on their services to Cook County

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children during the study period but did not issue specific reports for children from other counties.)

The total number of children served by these agencies was probably too small to have changed the direction or magnitude of any of the trends noted in the report. However, the lack of service data on DuPage and Lake Counties is still regrettable, especially during this period when both counties are experiencing rapid population growth and--by implication--changes in their service patterns and needs.

A second limitation of the C-1 statistics is their omission of information about the socio-economic characteristics and needs of the individual children receiving care. As a result, only a superficial type of trend analysis based on aggregate numbers is possible; and it is not possible to relate service volumes to such simple facts about the children as age, race, sex, family situation, or length of time under care.[1]

In addition, present reporting provides the annual total number of different children served for the entire caseload only, and not by specific type of placements. Hence, for each particular type of setting, such as adoptive or foster homes or institutions, it is possible to report only the average number of children served each day (as based on the number of children receiving care on the last day of each month, during a particular year) and there is no way of determining the total number of different children served in each of the various types of settings during a year.

A. AGENCY ADOPTIVE HOMES AND OTHER FOSTER FAMILY HOMES

(Re: Tables 5 and 7)

With one exception, all data on adoptive and foster home placements were secured from C-1 reports to the Welfare Council.

1. Number of Agencies. -- Tables 5 (on agency adoptive homes), 7 (on other foster family homes) and addendum (on services to children in the homes of parents or other relatives) were all based on data from the following list of child welfare agencies serving the Chicago Area during the study period. Unless otherwise specified, each agency provided placements in both adoptive and other foster family homes in both study years.

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[1] The Welfare Council Research Department is currently proposing the development of a system of reporting that would make this type of information available for Chicago Area agencies.

Governmental: Chicago Welfare Department (1957); Cook County Department of Public Aid (1967), and Cook County Department of Welfare (1957); Juvenile (Family) Court of Cook County; Illinois Department of Children and Family Services (1967), Illinois Department of Public Welfare, Child Welfare Services (1957).

Voluntary Sectarian: Bensenville Home Society, Catholic Charities (Home Bureau) of Chicago, Central Baptist Children's Home (foster homes only, both years), Evangelical (Child) Welfare Agency, Jewish Children's Bureau, Lake Bluff Children's Home, Lutheran Child Welfare Association, Lutheran Home Finding Society (1957 only), Lutheran Social Service (1957 only), Lutheran Welfare Services of Illinois (1967 only), St. Mary's Home for Children, Youth Guidance (foster homes, 1957 only).

Voluntary Non-sectarian: Chicago Child Care Society; Chicago Foundlings' Home (adoptive homes only, both years); (Child and Family Services of the) Chicago Home for the Friendless (foster homes only, 1957; both adoptive and foster homes, 1967); Cradle Society (both adoptive and foster homes, 1957; adoptive homes only, 1967); Easter House (adoptive homes, 1967 only); and Illinois Children's Home and Aid Society.

2. Daily Number of Children. -- For all but one agency this is an average of the number of children reported on monthly C-1 forms, as being in each type of home on the last day of every month during the year.

Easter House, a non-sectarian adoption agency established in 1964, did not report to the Welfare Council in 1967. The daily number used in Table 5 for this agency is the total number of children receiving service on June 30 that year, as reported in the Illinois Department of Children and Family Services, Division of Child Welfare, Movement Table, June 30, 1967.

It should be noted that the 1957 volume of foster home services for the Juvenile (Family) Court of Cook County may be somewhat understated in Table 7. Prior to 1966, the Court reported to the Welfare Council only those children who were placed in free temporary care homes. Since this was corrected in 1966, the Court has reported the total number of children placed in all types of foster homes, including boarding homes and work-wage homes, as well as free homes.

B. CHILD WE

(Re: Tables 8 t

For the reader who is intereste
detailed summary of information
in 1957 and 1967 by type of car
category, the table shows the n
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1. Classification of Instituti
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ulation No. 5.17, July 1, 1965)
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a) Treatment-oriented insti
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1) "Group I" -- comprehe
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B. CHILD WELFARE INSTITUTIONS

(Re: Tables 8 thru 11 and Appendix Table X)

For the reader who is interested in particulars, Table X offers a detailed summary of information about child welfare institutions in 1957 and 1967 by type of care provided and auspices. For each category, the table shows the number of institutions, their capacity, the daily child population, and occupancy rates during each year and the percent of change in the daily child population from 1957 to 1967. Some of the data in this table also appears in Tables 8 thru 11 in the text.

1. Classification of Institutions. -- Each child welfare institution in this report was classified on the basis of definitions outlined in the Illinois Department of Children and Family Services, Group Classification of Child Care Institutions, (Regulation No. 5.17, July 1, 1965). The three categories were defined as follows:

a) Treatment-oriented institutions for children with emotional problems -- In the present study, this classification includes all facilities that were judged as being either of the following:

   1) "Group I" -- comprehensive group care facilities -- which, the Illinois Department prescribes, provide for and serve children who have been diagnosed and evaluated by a psychiatrist as presenting behavioral or emotional disorders of such degree that specialized services, including intensive psychotherapy, in residential facilities, are recommended. These institutions are required to have at least one professional caseworker for every fifteen children.

   2) "Group II" -- casework group care facilities -- which, the Department prescribes, provide for and serve children whose problems of care and emotional adjustment are such as to require regular and individualized casework services, administered, supervised, or directed by professionally qualified casework staff. These institutions are required to have at least one professional caseworker for every thirty children.

b) Congregate-care institutions for dependent, neglected children -- This classification, in effect, includes "all other" institutions that provide long-term care

TABLE X. CHILDREN IN CHILD WELFARE INSTITUTIONS IN THE CHICAGO AREA, BY AUSP

	1957					
Auspices and Type of Institution	No. of Institutions	Capacity Dec. 31	Children		Percent Occupancy	No. o Insti- tutio
			Average Daily No.[a]	Percent of Total		
Total	42	-	3,392	100.0	-	35
Governmental	(3)	-	(70)	(2.1)	-	(3)
Voluntary	(39)	(4,038)	(3,322)	(97.9)	(82.3)	(32)
Catholic	9	2,369	1,965	57.9	82.9	7
Other Sectarian	16	878	687	20.3	78.2	13
Non-sectarian	14	791	670	19.7	84.7	12
TREATMENT-ORIENTED Total	7	146	128	100.0	87.7	16
Governmental (Healy)	(1)	(24)	(15)	(11.7)	(62.5)	(1)
Voluntary	(6)	(122)	(113)	(88.3)	(92.6)	(15)
Catholic	0	-	-	-	-	1
Other Sectarian	1	15	14	10.9	93.3	8
Non-sectarian	5	107	99	77.4	92.5	6
CONGREGATE-CARE Total	30	-	2,929	100.0	-	14
Governmental (Soldiers & Sailors)	(1)	-	(15)	(.5)	-	(1)
Voluntary	(29)	(3,604)	(2,914)	(99.5)	(80.9)	(13)
Catholic	8	2,169	1,752	59.8	80.8	5
Other Sectarian	14	835	650	22.2	77.8	4
Non-sectarian	7	600	512	17.5	85.3	4
TEMPORARY-CARE Total	5	-	335	100.0	-	5
Governmental (Audy)	(1)	-	(40)	(11.9)	-	(1)
Voluntary (Nurseries)	(4)	(312)	(295)	(88.1)	(94.6)	(4)
Catholic	1	200	213	63.6	106.5	1
Other Sectarian	1	28	23	6.9	82.1	1
Non-sectarian	2	84	59	17.6	70.2	2

Source: C-1 reports to the Welfare Council and Special Reports from the Illinois Department of Child and the Sonia Shankman Orthogenic School.

[a] Average number under care on last day of each month.

CHILD WELFARE INSTITUTIONS IN THE CHICAGO AREA, BY AUSPICES AND TYPE OF INSTITUTION, 1957 AND 1967

1957					1967					Percent Change 1957-1967 (Daily No. Children)
		Children					Children			
s	Capacity Dec. 31	Average Daily No.[a]	Percent of Total	Percent Occupancy	No. of Institutions	Capacity Dec. 31	Average Daily No.[a]	Percent of Total	Percent Occupancy	
	-	3,392	100.0	-	35	-	2,530	100.0	-	-25.4
	-	(70)	(2.1)	-	(3)	-	(180)	(7.1)	-	(+157.1)
	(4,038)	(3,322)	(97.9)	(82.3)	(32)	(3,214)	(2,350)	(92.9)	(73.1)	(-29.3)
	2,369	1,965	57.9	82.9	7	1,914	1,318	52.1	68.9	-32.9
	878	687	20.3	78.2	13	561	421	16.6	75.0	-38.7
	791	670	19.7	84.7	12	739	611	24.2	82.7	-8.8
	146	128	100.0	87.7	16	725	576	100.0	79.4	+350.0
	(24)	(15)	(11.7)	(62.5)	(1)	(24)	(21)	(3.6)	(87.5)	(+40.0)
	(122)	(113)	(88.3)	(92.6)	(15)	(701)	(555)	(96.4)	(79.2)	(+391.2)
	-	-	-	-	1	65	50	8.7	76.9	-
	15	14	10.9	93.3	8	321	252	43.8	78.5	+1700.0
	107	99	77.4	92.5	6	315	253	43.9	80.3	+155.6
	-	2,929	100.0	-	14	-	1,531	100.0	-	-47.7
	-	(15)	(.5)	-	(1)	-	(22)	(1.4)	-	(+46.7)
	(3,604)	(2,914)	(99.5)	(80.9)	(13)	(2,185)	(1,509)	(98.6)	(69.1)	(-48.2)
	2,169	1,752	59.8	80.8	5	1,643	1,065	69.6	64.8	-39.2
	835	650	22.2	77.8	4	204	148	9.7	72.5	-77.2
	600	512	17.5	85.3	4	338	296	19.3	87.6	-42.2
	-	335	100.0	-	5	-	423	100.0	-	+26.3
	-	(40)	(11.9)	-	(1)	-	(137)	(32.4)	-	(+242.5)
	(312)	(295)	(88.1)	(94.6)	(4)	(328)	(286)	(67.6)	(87.2)	(-3.1)
	200	213	63.6	106.5	1	206	203	48.0	98.5	-4.7
	28	23	6.9	82.1	1	36	21	4.9	58.3	-8.7
	84	59	17.6	70.2	2	86	62	14.7	72.1	+5.1

nd Special Reports from the Illinois Department of Children and Family Services

month.

for children who are over two or three years of age. These facilities were judged as meeting the standards prescribed by the Illinois Department of Children and Family Services for "Group III" institutions.

c) Temporary-care facilities -- This classification includes all institutions (or nurseries) that were specifically designated as providing temporary-care and/or as providing care for infants and very young children exclusively. The latter groups were, by their very nature, assumed to be temporary-care facilities because of the generally accepted professional dictum that since institutions cannot adequately meet the needs of the very young child, any infant placed in one should be removed to a home setting as soon as possible.

Since the temporary-care institutions are self-defined, the task of classification was largely one of sorting out the treatment institutions from the others. Since limitations of budget and time made it impossible to seek classification data directly from the institutions, each was classified on the basis of information concerning its program, purpose and personnel obtained from secondary sources. It is, therefore, possible that some institutions may have been inaccurately classified on the basis of inadequate or outdated information, but in most cases, descriptive material was sufficient enough to regard the classifications used as reasonably accurate.

Specific references used in classifying the institutions included the following:

--Illinois Department of Children and Family Services, A Directory of Children's Services, (1965 and 1968).

--Kenneth Ives, Emotionally Disturbed Children: Number, Treatment Facilities, and Unmet Needs, in the Chicago Area, (Welfare Council of Metropolitan Chicago, Publication No. 4005, 1961).

--Leroy H. Jones, New Tools for Administration of Children's Institutions, An Analysis of Time, Costs, and Operations, (Welfare Council of Metropolitan Chicago, Publication No. 1026, 1967).

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--Welfare Council of Metropolitan Chicago, *Profiles of Forty Fields of Human Care Services in Chicago, Part II of the Joint Priorities Study of the Welfare Council and the Community Fund of Chicago, Inc.*, (Publication No. 1024, 1967).

--Welfare Council of Metropolitan Chicago, *Social Service Directory of Metropolitan Chicago,* (1958 and 1966 editions with 1968 Supplement).

2. *Number of Institutions.* -- A list of child welfare institutions, as classified in Table X for each study year, follows: (Note: Rx = Treatment-oriented; Cc = Congregate-care; Tc = Temporary-care; and - = closed or not offering institutional care; * = Merged, operating under new name)

Governmental:	*1957*	*1967*
Arthur J. Audy Home	Tc	Tc
Ill. Soldiers' & Sailors' Children's School	Cc	Cc
William Healy School	Rx	Rx
Voluntary-Catholic:		
Catharina Kasper Industrial School for Girls	Cc	Cc
Chicago Industrial School for Girls	Cc	Cc
Ketteler Manual Training School for Boys	Cc	Cc
Maryville Academy	Cc	Cc
Mission of Our Lady of Mercy	Cc	Cc
Polish Manual Training School for Boys	Cc	-
St. Hedwig's Industrial School for Girls	Cc	-
St. Joseph's Carondelet Child Center (Home for the Friendless)	Cc	Rx
St. Vincent's Infant Hospital	Tc	Tc

Voluntary-Other Sectarian:		
Augustana Nursery	Tc	Tc
Bensenville Home Society	Cc	-
Central Baptist Children's Home	Cc	Rx
Children's Home of the Croatian Fraternal Union of America	Cc	Cc
Children's Receiving Home	Cc	Rx
Danish Lutheran Children's Home	Cc	-
Edison Park Home (Norwegian Lutheran Children's Home)	Cc	Rx
Illinois Masonic Children's Home	Cc	Cc
Jewish Children's Bureau	Rx	Rx
Lake Bluff Children's Home	Cc	Rx
Lawrence Hall	Cc	Rx
Lutherbrook	Cc	Rx
Lydia Children's Home Association	Cc	Cc
Protestant Child Haven Association	Cc	-
Randall House	Cc	Rx
Uhlich Children's Home	Cc	Cc
Voluntary-Non-Sectarian:		
Allendale School for Boys	Cc	Rx
Arden Shore Home for Boys	Cc	Cc
Chapin Hall	Cc	Rx
Chicago Foundlings Home	Tc	Tc
Chicago Home for Girls	Rx	*
Children's Home of I.C.H.A.S.	Rx	Rx
Cradle Society	Tc	Tc
Glenwood School for Boys	Cc	Cc
Hephzibah Children's Home	Cc	Cc
Mary Bartelme Home (Club) for Girls	Rx	Rx
Park Ridge School for Girls	Cc	Rx
Ridge Farm	Rx	*
Sonia Shankman Orthogenic School	Rx	Rx
Sunny Ridge Home for Children	Cc	Cc

3. Capacity. -- Capacity figures for most child welfare facilities were taken from their C-1 reports to the Welfare Council for December 30 of each study year on "the maximum number of children the institution or receiving home can serve with available staff and facilities."

For three institutions that did not report capacity data to the Welfare Council in 1967 their licensed capacities on December 30 of that year were taken from the Illinois Department of Children and Family Services, A Directory of Children's Services, (1968).

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n's Services, (1968).

For the Sonia Shankman Orthogenic School, capacity and service data were secured from the staff of the School.

Capacity figures for two governmental institutions -- Illinois Soldiers' and Sailors' Children's School and Cook County's Arthur J. Audy home -- were not included in Table X because neither institution had a specific number of beds set aside for dependent youngsters from the Chicago Area. The Audy Home, as a multi-function detention facility for both delinquents and dependent youngsters, has no specific capacity for the latter group, and the Illinois Soldiers' and Sailors' Children's Home, as a facility for youngsters from all areas of the state, has no specific capacity for Chicago Area residents.

4. Daily Number of Children. -- All of these data were based on C-1 reports except the Orthogenic School, as noted previously, and the Illinois Soldiers' and Sailors' Children's School. The number of Cook County children in the latter institution on November 30, 1967 was taken from the Illinois Department of Children and Family Services, Summary of the Living Arrangements of Children, (Information Report 68, No. 1, April 1968).

III. CHILDREN IN THREE OTHER TYPES OF INSTITUTIONS

(Re: Tables 12 thru 15 and Appendix Table XX)

The third part of the report offers data on Chicago Area youngsters served by three other types of institutions for children: institutions for the mentally retarded, institutions for delinquents, and psychiatric hospital facilities for children.

A detailed summary of information is shown in Table XX about these institutions, including their total number by auspices, capacity, daily child population in residence, and occupancy rates for each study year, and the percent of change in the daily child population from 1957 to 1967. Some of the information in this table is also shown in briefer form in Tables 12 thru 15 in the text.

Unlike the child welfare agencies, almost none of the special institutions studied make regular reports to the Welfare Council nor are they all members of any other common data collection system. This made it necessary to secure the statistics from a number of different sources and then attempt to put together the various "bits and pieces" of information. The specific resources used and some limitations of the data are described, by type of institution, in subsequent sections.

TABLE XX. CHICAGO AREA CHILDREN IN THREE OTHER TYPES OF INSTITUTIONS BY AUSPICES AN

Auspices and Type of Institution	1957						
	No. of Institutions	Capacity	Children		Percent Occupancy[a]	No. of Institutions	Capa
			Daily No.	Percent of Total			
Total	18	-	3,968	100.0	-	39	-
Governmental	13	-	3,156	79.5	-	35	-
State	(11)	(8,381)[b]	(2,713)	(68.4)	-	(33)	(10
Other	(2)	-	(443)	(11.1)	-	(2)	-
Voluntary (Catholic)	5	807	812	20.5	100.6	4	
INSTITUTIONS FOR THE MENTALLY RETARDED[c]							
Total	6	-	2,205	100.0	-	9	
Governmental (State)	2	7,036[b]	1,546[d]	70.1	142.7	6	8
Voluntary (Catholic)	4	662	659	29.9	99.5	3	
Proprietary[e]	(5)	(259)	N A	-	-	(6)	(
INSTITUTIONS FOR DELINQUENTS							
Total	11	-	1,671	100.0	-	20	
Governmental	10	-	1,518	90.8	-	19	
Illinois Youth Commission	(8)	(1,315)[b]	(1,075)	(64.3)	(103.2)	(17)	(2
Other	(2)	-	(443)	(26.5)	-	(2)	
Audy Home	1	300[f]	222	13.3	87.3	1	
Parental School	1	210	221	13.2	105.2	1	
Voluntary (Catholic)	1	145	153	9.2	105.5	1	
PSYCHIATRIC HOSPITALS							
Governmental (State)[g]	1	30h	92	-	-	10	
Private (voluntary and proprietary)[e]	NA	NA	NA	-	-	NA	

Source: Estimates based on reports from Illinois Association for the Mentally Retarded, Illinois Commission Illinois Youth Commission, U.S. Department of Health, Education and Welfare, C-1 reports to the Welfare Coun

[a] Calculated on basis of total daily resident population.
[b] Refers to total institutional capacity for residents from all areas of the state.
[c] Data are for 1961 and 1967 because figures for 1957 were not available.
[d] Estimated for Cook County children only because data not available for children from DuPage and Lake Counti
[e] Not included in totals.
[f] Refers to total physical capacity for both dependent and delinquent children.
[g] Data are for 1955 and 1967 because figures for 1957 were not available.
[h] Refers to total number of certified beds in special units for child or adolescent patients in state hospita
NA: Not Available

REA CHILDREN IN THREE OTHER TYPES OF INSTITUTIONS BY AUSPICES AND TYPE OF INSTITUTION, 1957 AND 1967

1957				1967					Percent Change 1957-1967 (Daily No. Children)
	Children					Children			
Capacity	Daily No.	Percent of Total	Percent Occupancy[a]	No. of Insti-tutions	Capacity	Daily No.	Percent of Total	Percent Occupancy[a]	
-	3,968	100.0	-	39	-	4,327	100.0	-	+9.0
-	3,156	79.5	-	35	-	3,714	85.8	-	+17.7
(8,381)[b]	(2,713)	(68.4)	-	(33)	(10,961)[b]	(3,175)	(73.4)	-	(+17.0)
-	(443)	(11.1)	-	(2)	-	(539)	(12.4)	-	(+21.7)
807	812	20.5	100.6	4	638	613	14.2	96.1	-24.5
-	2,205	100.0	-	9	-	1,960	100.0	-	-11.1
7,036[b]	1,546[d]	70.1	142.7	6	8,314[b]	1,458[d]	74.4	114.3	-5.7
662	659	29.9	99.5	3	508	502	25.6	98.8	-23.8
(259)	N A	-	-	(6)	(359)	(350)	-	(97.5)	-
-	1,671	100.0	-	20	-	1,987	100.0	-	+18.9
-	1,518	90.8	-	19	-	1,876	94.4	-	+23.6
(1,315)[b]	(1,075)	(64.3)	(103.2)	(17)	(2,052)[b]	(1,337)	(67.3)	(90.7)	(+24.4)
-	(443)	(26.5)	-	(2)	-	(539)	(27.1)	-	(+21.7)
300[f]	222	13.3	87.3	1	358[f]	263	13.2	111.7	+18.5
210	221	13.2	105.2	1	240	276	13.9	115.0	+24.9
145	153	9.2	105.5	1	130	111	5.6	85.4	-27.5
30h	92	-	-	10	595[h]	380	-	-	+313.0
NA	NA	-	-	NA	NA	(105)	-	-	-

inois Association for the Mentally Retarded, Illinois Commission on Children, Illinois Department of Mental Health,
f Health, Education and Welfare, C-1 reports to the Welfare Council, and others.

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residents from all areas of the state.
for 1957 were not available.
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dependent and delinquent children.
for 1957 were not available.
special units for child or adolescent patients in state hospitals and zone centers.

A. CHILDREN IN INSTITUTIONS FOR THE MENTALLY RETARDED

(Re: Table 13)

Table XX (like Table 13 in the body of the report) presents information about institutions for the retarded in 1961 and in 1967. Lack of data for 1957 made it necessary to substitute 1961 figures, which were the earliest set available.

1. Number of Institutions. -- A list of the institutions included in Table XX follows unless specified otherwise; each facility provided care to Chicago Area children during both study years.

Governmental (State): Dixon State School, Lincoln State School, A. L. Bowen Children's Center (1967 only), Warren G. Murray Children's Center (1967 only), William W. Fox Children's Center (1967 only), Illinois State Pediatric Institute (1967 only).

Voluntary (Catholic): Lt. Joseph P. Kennedy School for Exceptional Children, Misericordia Home, Mt. St. Joseph School (1957 only), St. Mary of Providence School.

Proprietary: Elaine-Boyd-Creche, Inc., Klingberg School for Mentally Retarded, Little City Training and Treatment Center, Mark Lund Hilltop, Inc., Thelma Lindquist Home (1967 only), Walter's Private Nursery.

2. Capacity. -- Institutional capacities for 1961 were obtained from the following sources:

a) State Institutions. -- Certified bed capacities on June 30, 1961 were obtained from the Illinois Department of Mental Health, Statistics, (April-June 1961); and on June 30, 1967, from Statistics, (January-June 1967).

b) Private Institutions. -- The 1961 capacities of all voluntary institutions and of most proprietary facilities were obtained from the Illinois Council for Mentally Retarded Children, A Directory of Services for the Mentally Retarded in Illinois, (1962). For three proprietary institutions not included in the Directory, it was necessary to substitute their 1964 capacities as reported in the Illinois Department of Children and Family Services, A Directory of Children's Services, (1965). The 1967 capacities of most voluntary and proprietary institutions were obtained from the Illinois Department of Children and Family Services, A Directory of Children's Services, (1968). For two small proprietary institutions that were not listed

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in the *Directory*, capacity figures were taken from Illinois Association for the Mentally Retarded, *Private Residential Facilities for the Mentally Retarded in Illinois*, (1968).

3. *Daily Number of Children*. -- In the absence of specific data on the number of Chicago Area children in institutions for the retarded in 1961, estimates were derived as follows:

a) *State Institutions*. -- It was arbitrarily assumed that the proportion of resident patients in state facilities who were under 18 years of age was about the same in 1961 as in 1967. The percent of resident patients under 18 on June 30, 1967 was obtained from the Illinois Department of Mental Health, *Administrator's Data Manual*, (1967). This percent was applied to the total resident population on June 30, 1961, as reported in the Department's *Statistics*, (April-June 1961), to arrive at an estimate of the number of children in residence.

On the basis of a statement in the Illinois Committee for the 1960 White House Conference on Children and Youth, *Cook County Report* (1960), it was assumed that children from Cook County constituted one-half of the total number of children in state facilities on June 30, 1961.

Unfortunately, adequate data were not available for estimating the numbers of children from DuPage and Lake Counties who were in state institutions for the retarded in 1961. Hence, these children are omitted from Table XX and also from Tables 12 and 13 in the text, all of which pertain only to the estimated number of *children from Cook County* who were in residence. To be consistent, the 1967 service data reported in these tables also pertain only to Cook County children. The number of patients under 18 from Cook County who were in state institutions for the retarded on June 30, 1967 was obtained from a personal communication with the Illinois Department of Mental Health. Hence, all of the study figures on Chicago Area children in state institutions for the retarded are somewhat understated because they all exclude youngsters from DuPage and Lake Counties and pertain only to Cook County children.

b) *Private Institutions*. -- The number of patients under care in voluntary institutions on April 1, 1961 were obtained from the Department's *Statistics*, (April-June, 1961). No comparable data were available for the proprietary institutions which, with one exception, were not included in the *Statistics* report.

The number of patients under care in both voluntary and proprietary institutions on June 30, 1967 was obtained from the Illinois Department of Mental Health, The Illinois State Plans for the Construction of Facilities for the Mentally Retarded, Title I C, and Community Mental Health Centers, Title II, Public Law 88-164, Fiscal Year 1967.

This publication also gave a complete report on the numbers of "preschool" and "school age" retarded children under care in adult facilities and in other types of children's institutions on June 30, 1967. However, these figures were not incorporated in Table XX (or in Table 13 in the text), because there was no comparable information for 1961.

4. Waiting Lists. -- In the absence of specific data, it was necessary to estimate the number of children from the Chicago Area who were on waiting lists for state institutions.

Since it was not possible to secure any information on the 1961 list, the total list in 1960 was substituted as a base for estimating. This was taken from Gordon Snow, Mental Retardation, (Working Paper for the Illinois Committee for the White House Conference on Children and Youth, February 1968). The total number of names on the waiting list on March 1, 1967 was obtained from Illinois Association for the Mentally Retarded, Residential Care Needs of the Mentally Retarded in Illinois, (March 24, 1967), which, in turn, cited a report from the Illinois Department of Mental Health, the Division of Mental Retardation Services.

Estimates of the number of Cook County children under 18 on the waiting list for each study year rest on two assumptions. First, it was assumed that 85 percent of the people on the 1960 and the 1967 waiting lists were under 18 years of age. This assumption is based on the fact that 85 percent of the 1964 waiting list were under 18. This finding was obtained from the Illinois Association for the Mentally Retarded, Residential Care Needs, citing the Illinois Department of Public Health, The Waiting List - A Study of the Mentally Retarded, (Report to the Interdepartmental Committee on Mental Retardation, December 1965). It was also arbitrarily assumed that, because Cook County children made up one-half of the total resident population under 18 in state schools in both study years, they also constituted one-half of each waiting list.

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B. CHILDREN IN INSTITUTIONS FOR DELINQUENTS

(Re: Table 14)

Since institutions that serve Chicago Area delinquents are operated under several auspices, it was necessary to secure service statistics from a variety of sources that were uneven in quality as well as quantity. As noted in the Illinois Commission on Children, Report of a Committee on Youthful Offenders in Illinois, (1968).

> Even the basic, elementary data on youthful offenders are collected in a non-uniform, irregular manner that does not ... lend itself to use in developing insights in program effectiveness, trends, or crucial areas ... Illinois has the dubious distinction of being classed with one other State as having the least amount of data available for the National Survey conducted for the President's Commission on Law Enforcement.

1. Number of Institutions. -- A list of the delinquency institutions included in Table XX follows. Unless specified otherwise, each facility served Chicago Area children during both study years.

Illinois Youth Commission. Industrial School for Boys, State Training School for Boys, State Training School for Girls, Reception and Diagnostic Center for Boys (1967 only), Forestry Camps for Boys (5 in 1957 and 10 in 1967), and 3 Special Education Schools for Boys (1967 only).

Other Governmental. The Arthur J. Audy Home and the Chicago Board of Education Parental School.

Voluntary. The House of the Good Shepherd

2. Capacity. Sources of capacity data, by institutional auspices, were:

a) Illinois Youth Commission Facilities. -- The physical capacities of the Illinois Youth Commission facilities were obtained from the Welfare Council, Social Service Directory of Metropolitan Chicago, (1958 and 1966 editions with 1968 Supplement.)

b) The Arthur J. Audy Home. -- As a multi-function temporary detention facility for both dependent and delinquent youngsters, the Audy Home has no specific capacity for delinquents. However, in order to provide a base for measuring comparative rates of occupancy during the two study years the Home's total physical capacity for both delinquents and dependent children on December 31, 1957 and 1967 were obtained from its C-1 reports to the Welfare Council and reported in Table XX.

c) The Chicago Board of Education's Parental School. -- Capacity figures given in two special reports to the Welfare Council were used: for 1957, Henry J. Woessner, Director, Bureau of Socially Maladjusted Children, Chicago Board of Education, Address to the Committee on Facilities for Adolescents of the Welfare Council of Metropolitan Chicago, (September 24, 1957); and for 1967, the Reverend Christopher Smith, Parental School Chaplain, The Field Work Program at the Chicago Parental School, 1967.

d) The House of the Good Shepherd. -- The estimated maximum number of children that could be served with available staff, physical plant, and other resources on December 31 of each study year were secured from this institution's C-1 reports to the Welfare Council.

3. Daily Number of Children. -- Data were derived from the following sources:

a) Illinois Youth Commission Facilities. -- In the absence of specific data on the daily number of Chicago Area children in institutions for delinquents, estimates were derived from three sets of figures reported in the Illinois Youth Commission, Semi-Annual Statistical Summary, (July-December, 1957 and 1967). These included the average total daily resident population in Illinois Youth Commission facilities, the total number of children committed to the Youth Commission, and the sub-total of those committed from Cook, DuPage and Lake Counties during the last six months of each study year.

In the absence of contradictory evidence, it seemed reasonable to assume that the proportion of residents from the Chicago Area to total residents was equivalent to the proportion of Chicago Area commitments to total commitments. Therefore, the percent of commitments

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b) The Arthur J. Audy Home. -- The average number of children receiving care on the last day of each month during 1957 and 1967 was taken from the Home's C-1 reports to the Welfare Council. The average number of dependent children under care each month (already shown in Table X) was subtracted from the total to obtain the daily delinquent population shown in Table XX.

c) The Chicago Board of Education's Parental Schools. -- In lieu of 1957 data, which were not available, the "membership" of Chicago Parental School on November 30, 1958 was substituted. This figure was obtained from Kenneth Ives, Emotionally Disturbed Children: Number, Treatment Facilities, and Unmet Needs, in the Chicago Area, (Welfare Council of Metropolitan Chicago, Publication No. 4005, 1961), citing the Chicago Board of Education, Department of Special Education, Functions and Activities of the Bureau of Socially Maladjusted Children, October 1960. In lieu of 1967 data which were also not available, the number of children in the Parental School on June 30, 1967 was substituted. This was taken from Louise T. Jackson and Daisy C. Ligons, Statistics on Public Institutions for Delinquent Children, 1966. (U.S. Department of Health, Education and Welfare, Children's Bureau, Statistical Series 89, 1967).

d) The House of the Good Shepherd. -- The average number of girls under care on the last day of each month in both study years were secured from this institution's C-1 reports to the Welfare Council.

C. CHILDREN IN PSYCHIATRIC HOSPITALS

(Re: Table 15)

Although it is common knowledge that substantial numbers of children receive care in private psychiatric hospitals and in the psychiatric wards of general hospitals, very few service statistics were forthcoming from these facilities. Thus, the data on psychiatric care that is presented in Table XX (and in Table 15 in the body of the report) are, for the most part, limited to those made available by the public sector. Even these were hard to come by for the earlier part of the study period, and lack of sufficient data for 1957 made it necessary to use figures for 1955 instead.

1. Number of Hospital Units. -- Psychiatric facilities included in Table XX are listed below. With the exception of Peoria State Hospital which opened its special unit for children in 1951, none of the other state facilities for children were in operation in 1955. The list of private facilities includes all private psychiatric hospitals mentioned in Department of Mental Health semi-annual statistics reports for 1967. It is not known how many of them actually had special units for child patients.

State Hospitals and Zone Centers with Special Units for Children and/or Adolescents: Chicago State Hospital (in conjunction with Read Zone Center) (3 units); Elgin State Hospital (2 units); Galesburg State Hospital (3 units); Peoria State Hospital (1 unit); Tinley Park State Hospital (1 unit).

Voluntary Psychiatric Hospitals: Nicholas J. Pritzker Center, Pinel Hospital, and Ridgeway Hospital. (Mercyville Hospital which is outside the Chicago Area was also included in the state's statistical report and used as a source for this report)

Proprietary Psychiatric Hospitals: Fairview Hospital, Forest Hospital, North Shore Hospital, Riveredge Hospital. (Resthaven and Norbury Hospitals, which are outside the Chicago Area, were also included in the state's statistical report and used as a source for this report).

2. Capacity. -- No data were available on the number of children's beds in either private psychiatric hospitals or psychiatric wards of general hospitals. As a result, Table XX shows capacities for only one type of psychiatric in-patient facility for children: special children's and adolescents' units in state hospitals and zone centers. The number of beds available in the Peoria State Hospital Children's Center in 1955 was obtained from the Illinois Commission on Children, Interdepartmental Committee on Children and Youth, Study of Emotionally Disturbed Children, (1967). Certified bed capacities of all special units for children and adolescents in state facilities as of December 30, 1967 were obtained from the Illinois Department of Mental Health, Statistics (July-December, 1967).

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3. Daily Number of Children. -- In the absence of specific figures on the number of children under 18 years of age who were patients in Chicago Area psychiatric hospitals during the study period, estimates were made as follows:

a) State Hospitals. -- The total number of children under 18 who were "on the books" of state hospitals and zone centers on June 30 in 1955 and in 1967 were obtained from the Illinois Commission on Children, Study of Emotionally Disturbed Children. The "on the books" population includes those patients physically present in the institution when the count was taken as well as those on overnight passes, home visits, and other temporary absences.

It was estimated that 60 percent of the child patients "on the books" in each study year were from the Chicago Area. This percentage was based on similar findings reported in two special studies of children in state hospitals. One study reported by the Illinois Commission on Children indicated that approximately 67 percent of the children in Department of Mental Health facilities on June 30, 1964 were residents of the Chicago Area. An earlier finding in the Illinois Committee for the 1960 White House Conference on Children and Youth, Illinois Report, was that 59 percent of the children under 19 years of age in state hospitals on December 30, 1956 were from Cook County alone.

b) Private Hospitals. -- The total number of resident patients under 20 years of age reported to be in ten private mental hospitals in Illinois on December 31, 1966 (and on January 1, 1967) was obtained from the U.S. Department of Health, Education and Welfare, Public Health Service, National Institute of Mental Health, Patients in Mental Institutions, Part III, Private Mental Hospitals and General Hospitals with Psychiatric Service, (1966). Since seven out of ten of these facilities were located in the Chicago Area, it was arbitrarily assumed for purposes of this report that all of their young patients, also, came from this region.

No data were forthcoming on children served in private mental hospitals in 1957, or on those served in general hospitals with psychiatric facilities during either study year.

ADDENDUM: MATERNITY HOMES FOR UNMARRIED MOTHERS

The data presented in Addendum pertain to women of all ages served by maternity homes in the Chicago Area. Although no specific figures for services to minors were available, it is the consensus of workers in the field that most of the women who use this type of facility are under 25, and probably under 21.

1. Number of Homes. -- The maternity homes included in this study were as follows:

   Voluntary Sectarian: Misericordia Home; St. Vincent's Infant Asylum and Maternity Hospital; Salvation Army, Booth Memorial Hospital.

   Voluntary Non-Sectarian: Chicago Foundlings Home; Chandler House of the Cradle Society; Florence Crittenton Anchorage; Fox Hill, Inc. (1967 only)

2. Capacity. -- The "number of beds provided for regular use" on December 31, 1957 and 1967 were taken from C-4 reports submitted to the Welfare Council by all of the homes except Fox Hill, Inc. The latter facility opened in 1966 and its licensed capacity on December 30, 1967 was obtained from the Illinois Department of Children and Family Services, A Directory of Children's Services, 1968.

3. Daily Resident Population. -- Average daily resident populations of six homes for each study year were calculated from the number of women each reported, on C-4 forms, to be under care at midnight on the last day of each month. For Fox Hill, the number of children (i.e. mothers) receiving care on one day -- June 30 -- in 1967 was obtained from the Illinois Department of Children and Family Services, Division of Child Welfare, Movement Table, for that date.

4. Total Number of Different Women Served. -- These figures were obtained from the same sources as the daily resident populations.